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SAVE THE CHILDREN FEDERATION

**UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT
INSTITUTIONAL SUPPORT GRANT
FAO-0801-1-00-3038-00**

**FINAL REPORT
EXTERNAL EVALUATION**

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ACRONYMS

AACP	Agricultural Area Clearing Project
ACE-IT	Accountability, Commitment, Excellence, Innovation, & Team
ADEJUC	Alianza para el Desarrollo Juvenil Comunitario
AER	Annual Estimated Requirement
AID	Agency for International Development
AVP	Associate Vice President
BHR	Bureau of Humanitarian Response
CADER	Commodity Assisted Development and Emergency Response
CFW	Cash for Work
COS	Commodity Operations Specialist
CS	Child Survival
CTS	Commodity Tracking System
DAP	Development Activity Proposal
DHR	Division of Humanitarian Response
DIP	Detailed Implementation Plan
EG	Enhancement Grant
EO	Economic Opportunities
EPI	Expanded Program of Immunizations
ET	Evaluation Team
FFW	Food for Work
FO	Field Office
FOD	Field Office Director
FS	Food Security
FSO	Food Security Officer
FFP	Food for Peace
HO	Home Office
IDP	Internally Displaced Persons
ISG	Institutional Support Grant
ITSH	Internal Transport, Shipping, and Handling
LSSO	Large Scale Strategic Opportunities
MBO	Management by Objectives
NGO	Non-Governmental Organization
OPG	Operational Program Grant
ORT	Oral Rehydration Therapy
PAA	Previously Approved Activities
PAPAL	Programa de Apoyo Alimentario
PL-480	Public Law 480
PPB	Program Planning and Budget
PSA	Psycho-Social Assistance Program
PVO	Private Voluntary Organization
RFA	Request for Application
RLSA	Rapid Livelihood Security Assessment

SC	Save the Children
SC-US	Save the Children--United States
TA	Technical Assistance
TAP	Transitional Activities Proposal
USAID-G	United States Agency for International Development-Guatemala
USAID-N	United States Agency for International Development-Nicaragua
VP	Vice President

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EXECUTIVE SUMMARY

The Save the Children Federation (SC) was awarded an Institutional Support Grant (ISG) from the Agency for International Development (AID) in 1993, the objectives of which were to

- 1 Institutionalize developmental and relief Title II food-assisted programming in SC
- 2 Make innovative improvements in the design of Title II food-assisted programs
- 3 Initiate four new Title II food-assisted projects in SC's portfolio
- 4 Support on-going Title II programs and improve program management and delivery of Title II commodities

This document is the final evaluation of the ISG. The evaluation was contracted to a team of consultants with experience in organizational development, the management of food assistance programs and maternal and child health and nutrition programs.

Team members were three. Frank Sullivan, who worked for CARE for nearly twenty-five years and has spent much of the last ten years studying organizational behavior and health, water and agricultural development, was the team leader. Douglas Taren, Ph.D., is Associate Professor and Deputy Director of the Arizona Graduate Program in Public Health. He provided expertise in women and child nutrition issues, having broad experience with underserved populations in the US and developing countries. Thoric Cederstrom Ph.D., was SC's support person on the team. He is the recently-hired Food Security Policy Advisor of Save the Children; prior to his coming to SC, he was on the faculty of the University of Arizona in the Bureau of Applied Research in Anthropology and has worked on international food security and sustainable agriculture issues for over 17 years.

The evaluation took place during three weeks from January 15, 1998 to February 13, 1998. One week was spent in interviews at the main office of SC in Westport, Connecticut. The second week involved a field trip to Nicaragua to study the support the ISG had provided to a "typical" field office. The third week was dedicated to analyzing results and writing the final document in Washington, DC. An exit interview was conducted to present findings to SC in Westport.

Results show this grant has run its course in a time of unprecedented changes in the donor environment, as well as a time of major reorganization in SC. A comparison between the grant's Logical Framework and evaluation findings shows clearly that Objective One has been achieved. The ISG has contributed in a meaningful way to institutionalizing Food Security as one of SC's core values. SC's organizational structure has grown more agile and sophisticated as an outcome of ISG support. Lines of authority have been streamlined, a cadre of Associate Vice Presidents has been created to accelerate decision making, and the Washington office has been significantly strengthened. Organizational business practices have been influenced by ISG-supported events. An impetus toward decentralization and the pursuit of large-scale strategic opportunities grow out of successful DHR "modeling"; personnel policies are being updated to make them more

responsive to disaster and emergency field conditions, and innovative use of technology is being fostered

The project suffered from high staff turnover early on but this situation has been resolved and the ISG has recovered its momentum. Vision and Mission statements have been hammered out, well qualified technical staff have been recruited, and administrative responsibilities have been realigned. In essence, DHR has solidified to the point where it seems poised to embark on a period of aggressive portfolio growth.

Resistance in SC from non-DHR staff to food programming has largely been overcome, and the consensus through many parts of the organization is that food programming has become an essential part of SC's mandate.

Regarding Objective Two, SC has taken the use of food in several new directions. It has become a leader in monetization, including regional monetization. SC has also successfully focused on how to transition food aid during emergencies, using it for long-term development. The ISG has allowed the entire SC organization to work together planning how food aid can be allocated for different and innovative uses. Although SC has significantly advanced in its uses of food, field efforts to create truly integrated programs may still be a step behind. Likewise, monitoring, data collection and evaluation are areas of future improvement. Overall, SC's efforts to improve performance and design have accelerated in the past two years.

Regarding Objective Three, four new projects have been funded as called for in the grant, and an initially well-received fifth one is under AID review.

Regarding Objective Four, DHR has been reasonably successful in carrying out a number of workshops and training events throughout the ISG, however there does not appear to have been much strategic planning regarding these events. A similar observation was ventured regarding field staff travel which has occasionally been in aid of crisis management.

The quality of DAP submissions has grown dramatically during the ISG. Manuals and policy papers have been an area requiring more attention but a stream of recent documents seems to indicate that Field Offices will be better served in this area than in the past.

However, it seems there is approximately half-a-million dollars left in the grant, it is questionable that this sum will be expended in full by grant's end.

Total resources brought to the organization under the auspices of the ISG are approximately \$32 million over the last five years and an analysis of Annual Reports indicates that Save the Children has consistently spent half of its program budget on disaster, emergency and civil society programming over the last four years.

Seven recommendations were put forward regarding a possible future ISG.

I. INTRODUCTION

Save the Children Federation (SC) was founded in England by Eglantyne Jebb in 1919. Ms. Jebb went on to draft the "Declaration of the Rights of the Child" which was later adopted by the League of Nations in 1924 and by the United Nations in 1948. In 1932, SC was established in the United States of America by John Voris during the Great Depression. Since then, the agency has become an international institution and provides a variety of assistance to 400 communities throughout the world. It received its first grant from the United States Agency for International Development (USAID) in 1975 to develop the Community-Based Integrated Responsive Development (C-BIRD) model which has been embraced by USAID and foreign aid policies. SC has proven itself to be an adaptive agency to the changing needs of the world. It has responded creatively to a variety of natural and manmade disasters and has grown from a program that provided hot lunches in Appalachia to include programs such as child sponsorship, project-partner initiatives, community development projects, and child advocacy campaigns. The overall goal of SC is "to assist each community to become an effective agent for its own development."

To further SC's efforts in the area of food security, SC was awarded an Institutional Support Grant (ISG) from USAID in 1993 (Grant No. FAO-0801-A-00-3038-00). The objectives of the ISG were four fold:

- 1 Institutionalize and strengthen developmental and relief Title II food-assisted programming within Save the Children's field programs
- 2 Make innovative improvements in the design of Title II food-assisted programs
- 3 Initiate major new Title II food assisted projects to Save the Children's portfolio
- 4 Continue to support on-going Title II programs and improve program management and delivery of Title II commodities

In response to these objectives and to increase SC's food assistance capabilities, a Division of Humanitarian Response (DHR) was created to expand on the work previously done by the Commodity Assisted Development and Emergency Programs (CADER) Unit within SC, the unit being evaluated under this document.

This current report is the final external evaluation of the ISG. It was contracted to a team of external independent consultants with experience in the management of food assistance programs and with maternal and child health and nutrition programs accompanied by one internal SC member. **Appendix A** presents the complete scope of work for the evaluation team. This final evaluation focuses on SC's progress during the past four years and what objectives have been met within the ISG. It will evaluate the four primary objectives of the ISG and the actions that were in progress during the ISG mid-term evaluation. Finally, it will outline any shortfalls or weaknesses in implementation of the ISG, and makes recommendations for SC's future work.

2.0 METHODOLOGY

2.1 Introduction

The evaluation of the ISG was conducted by a team of two external consultants and 1 SC staff member. The overall evaluation was conducted during a three week period from January 15, 1998 to February 13, 1998. The evaluation team spent its first week at the main office of SC in Westport, Connecticut. This time was used to develop a team working plan, develop interview instruments, review documents, and conduct a series of individual and focus group interviews with SC decision makers and staff. The second week was spent in the field reviewing the interaction of the ISG head office team with a Title II sponsored food security program in Nicaragua. The primary Nicaragua SC office is Managua with the Title II project located in Leon with backstopping from Managua and Westport. The third week was dedicated to analyzing results and writing the final document in Washington, DC. Several interviews with USAID officials were also held in the final week. An exit interview was conducted by the ET to present findings to SC in Westport.

The evaluation team used a six step process in conducting the evaluation. This included team planning, the review of documents, interviews, the Nicaragua Title II field visit, an analysis of findings, and the final report preparation.

2.2 Team Planning

A team planning process adapted an algorithm developed by WASH¹ that allowed team members to shape the final product. These steps were (1) Introduction to program, (2) History of the ISG and its current status (3) Who are the clients for the report, (4) Scope of Work, (5) What will be the end product from this review (6) Team members, working patterns, (7) Developing a Work Plan, (8) Developing questionnaires and instruments (9) Administrative Details, (10) Project Briefing and (11) Closure. This set the ground work for how the ET would function during the following three weeks. This two day exercise created in each team member a similar frame of reference to work on the project.

2.3 Review of Documents

Numerous documents were reviewed and discussed by the ET. The complete list of documents reviewed by the ET is presented in **Appendix B**. These documents can be classified into four groups. The first group were background documents that focused on general issues related to the funding, planning, implementation, monitoring and evaluation of Title II programs. These documents were from USAID. The second group of documents were specific to SC. These were documents that focused on topics such as its

¹ Gormley W, Rosensweig F. *Facilitator Guide for Conducting a Team Planning Meeting*. WASH Technical Report No. 32, Water and Sanitation For Health Project, Arlington, VA, Nov 1985.

mission, history and current value systems. The third group of documents were specific to SC and Title II. These included policy papers, procedure manuals, DAPs, and reports from Title II projects. The fourth set of documents provided to the ET by SC focused on the Title II program in Nicaragua.

2.4 Interviews

A series of interviews were conducted as part of this evaluation (**Appendix C**). At the SC office in Westport, the interviews were conducted to three target groups. The first was to staff members within the Division of Humanitarian Response. The team also held a series of interviews with SC executives within SC but outside of the DHS staff. Interviews were also conducted via telephone with SC regional area directors. Questionnaires were used to standardize and formalize the interview process for each of these groups (see SOW in **Appendix A**). Furthermore, a questionnaire (**Appendix D**) was sent to regional directors and country directors regarding the role that DHR (the ISG) has had on developing policy and providing input on Title II programs. These questionnaires went to SC staff who currently have Title II funds and to others who do not have Title II funds in their area. Their responses are summarized in **Appendix D**.

Interviews were also conducted as part of a field trip to Nicaragua to evaluate how the ISG was used to develop and support SC's Title II project. Interviews were conducted with SC staff, Title II participants, and professionals from other organizations working with SC. These included CARE, the Ministry of Health, (MINSA), USAID, and Development Associates.

In Washington, two additional interviews were conducted with USAID officials. These interviews were with Jeanne Markunis of BHR/FFP and with Janet Paz-Castillo, previously of the same bureau. The focus of these less structured interviews was to collect background and contextual data on how AID had seen the evolution of the grant over its five year life.

2.5 Nicaragua Title II Field Visit

The focus of the field trip was to determine how the ISG had supported the development of the Nicaragua Title II project. Summaries of the team's activities in Nicaragua and the major findings from this trip are presented in **Appendix E**. Briefly, this trip included an orientation meeting regarding the Title II project. It also included a three day trip to Leon, the field headquarters for the project. The ET met with Margarita Clark, the program coordinator and others working on the project including warehouse managers, nutrition promoters, local volunteers (brigadistas) and the nutritionist/data analyst. Three days were used to visit field sites to observe growth monitoring sessions, food distribution procedures and health education sessions and to determine how the ISG supported these activities. After these observations, meetings were held with SC's Nicaragua's Country Director, MINSA officials, the Project Monitoring Unit (PMU), and USAID officials at the Managua Mission.

2.6 Analysis of Findings

The analysis of findings was an interactive process that included daily meetings among the three members of the ET. During the initial two day team planning meeting, assignments were divided among the team members in order to identify who would take the lead role in various aspects of the evaluation. This allowed each member to lead discussions in their assigned area.

2.7 Report Preparation

The final report preparation assigned specific sections to members of the ET. The team member then wrote the first draft of their section. Each section was reviewed independently by the other two ET members. After the first review, a meeting was held among the ET members to discuss any changes that were subject-matter related. At this time, a reanalysis of results were discussed. This was followed by having the primary writer perform all the appropriate edits to the document. This was also followed by a reading of text by the ET members and a meeting to discuss any discrepancies. This cycle of having sections written, reviewed and discussed continued until there was consensus on each portion of the document. Final comments regarding strengths, weaknesses, and recommendations were based on consensus among the three evaluators.

Overall, the process proceeded smoothly and team members are confident they were able to capture all essential elements of the grant and its implementation. Full cooperation was received from SC staff at every moment during the evaluation and the team members express their appreciation to SC staff for their candor. The team hopes that this evaluation accurately balances the accomplishments of SC in ISG implementation and clearly articulates challenges for the future.

3.0 PROFILE OF EVALUATION TEAM

Frank Sullivan, MPS: External Evaluator/Team Leader

Frank Sullivan worked for CARE for nearly twenty-five years. His first assignment was in Bangladesh as cooperative development advisor, later serving as Agricultural Project Development Coordinator. He was transferred to Honduras to serve as Fishing Project Coordinator and Port Officer for the Title II program there. After three years in Honduras, he completed a Master's of Professional Studies degree at Cornell University with a specialization in agricultural and rural development. He returned to Bangladesh with CARE and served first as Assistant Country Director for Programming, then as Assistant Country Director for Administration, finally as Acting Country Director.

He was transferred to Ecuador as Country Director where in three years he diversified the CARE portfolio until it included activities in primary health care, water, micro-enterprise, sprinkler irrigation, and soil conservation. He was transferred to CARE Bolivia, where under his supervision, the portfolio doubled to over \$6.3 million annually. Notable program accomplishments during these five years were the landing of a USAID \$11.0 million Operational Program Grants (OPG) for primary health care/ rural development and water in 160 rural communities, a similar \$4.5 million dollar grant from the Canadian government, and the landing of two different \$5.0 million dollar grants from the governments of the Netherlands and Denmark for soil conservation, irrigation, and agricultural development. On his transfer to CARE in the Dominican Republic, he assumed oversight for a Title II primary health care project working in every health district on the Haitian/Dominican border. A unique impact evaluation was conducted on this project which demonstrated with statistical significance that it had achieved major increases in breast-feeding, family planning usage and reduction in infant and child malnutrition.

Mr. Sullivan has spent much of the last ten years studying organizational behavior and is an independent consultant in that specialization along with skills in evaluation and health, water and agricultural development. His most recent consultancy was with the DC Department of Health as Environmental Health Team Leader of the "DC Management Reform Project."

Douglas Taren, PhD: External Evaluator/Team Member

Dr. Taren has worked on women and child nutrition issues for underserved populations in the United States in developing countries for the past 15 years. He has served as a consultant for the International Science and Technology Institute Vitamin A Field Support Project (VITAL) to develop a national needs assessment in Panama. He has served as a member of the Technical Advisory Board, Technical Assistance to Private Voluntary Organizations for Community-Level Micronutrient Interventions for Helen Keller International. He was a member of the workshop on "Health Information and Epidemiology" sponsored by the Pan American Health Organization, the Association of Schools of Public Health and the Association of Latin American Schools of Public Health, Caracas, Venezuela. He also has served as Director and Professor for two international courses, "Principios de Epidemiología Perinatal" (Principles of

Perinatal Epidemiology) and "Segundo Curso de Métodos Epidemiológicos y Salud Materno-Infantil," (Maternal and Child Health Epidemiology) sponsored by the Costa Rican Institute for Research and Teachings in Nutrition and Health (INCIENSA) and the College of Public Health University of South Florida, Tres Ríos, Costa Rica His research has focused on maternal and child health, including interactions between infectious diseases and nutritional status, the effects of extended breastfeeding, and dietary methods

Dr Taren is currently employed at the University of Arizona College of Medicine where is an Associate Professor and Deputy Director of the Arizona Graduate Program in Public Health He is also the Director of the Nutrition and Physical Activity Unit in the Arizona Prevention Center, the public health arm of the College of Medicine Dr Taren was on the faculty at the University of South Florida College of Public Health from 1986 to 1993 Previous to that, Dr Taren was project coordinator for Cornell University's New York State Nutrition Surveillance Program and he was a WIC nutritionist for the Navajo Nation where he was recognized "For Outstanding Dedication and Contribution to Navajo Nutrition "

Thoric Cederstrom, Ph.D.: Internal Evaluator/Team Member

As Food Security Policy Advisor of Save the Children, Dr Cederstrom is responsible for supporting and promoting the implementation of Save the Children's Food Security Policy throughout the agency Prior to coming to Save the Children, Dr Cederstrom was on the faculty of the University of Arizona in the Bureau of Applied Research in Anthropology where he directed the Farmer-to-Farmer Program from 1990 to 1997 During the same time, he also served as Coordinator of International Training Programs that conducted experiential learning opportunities for international professionals that were financed by Office of International Cooperative Development of USDA and CLASP and CLASP II of USAID From 1987 to 1990, Dr Cederstrom was a faculty member of the Departments of Anthropology at the Universidad de las Americas and the Universidad Autonoma de Puebla in Mexico

Dr Cederstrom has actively worked on international food security and sustainable agriculture issues for over 17 years He has repeatedly consulted for various international aid organizations such as CARE, World Food Program, USAID-W, Development Alternatives, and Development Associates, conducting food security assessments and assisting in program development He participates in a variety of professional organizations concerned about food security, nutrition, and sustainable agriculture issues such as Committee on Nutritional Anthropology, Association for Farming Systems Research and Extension, and the Society for Medical Anthropology Dr Cederstrom heads the Food Security Task Force within the eleven-member International Save the Children Alliance that is charged with coordinating and integrating food security policy and programming

4.0 HISTORY OF THE INSTITUTIONAL SUPPORT GRANT

4.1 First Enhancement Grant 1987-1992

In 1987, Save the Children Federation (SC) received an Enhancement Grant (EG) from AID in the amount of \$2.0 million to encourage the use of food in SC's ongoing integrated rural development programs and to improve its food aid management in the Home Office (HO) and Field Offices (FO). SC created a Food Unit (Commodity Assisted Programs and Emergency Response, CADER) to foster the growth of a nucleus of expertise in food aid logistics and program planning which spilled over to other SC units and field office staff. Large-scale commodity distributions were carried out successfully in Lebanon, Sudan, and Ethiopia. During this period, SC joined the PVO food aid community and participated actively in FAM, the Food Aid Management consortium. CADER also prepared a generic technical manual on monetization procedures that became widely consulted among other PVOs. Foretelling an increasingly common role in the future, SC was the lead agency in collaborative monetization in the Sudan. The original EG was fundamental for SC to begin to develop the institutional capacity for food aid programming.

The final evaluation of the initial EG provided important recommendations to SC to further improve its institutional capability. Principal recommendations were: develop tighter integration between CADER and development sectors within SC (health, education, and economic opportunities) to strengthen the technical components of food programs; develop and implement a training/orientation plan for HO and FO staff on food uses and appropriateness in development programming to cultivate enthusiasm and interest in food aid programming in field offices; secure policy support from top levels of SC; expand networking efforts with other PVOs involved in food programming; develop a food aid strategy; improve management information systems; and strengthen the design, monitoring and evaluation of food aid programs.

4.2 Second Institutional Support Grant 1993 - 1998

Save the Children's new proposal responded directly to the recommendations of the final evaluation of the first EG. Specifically, the new ISG focused on four main objectives for SC: institutionalize and strengthen Title II food-assisted programming; improve the design of Title II food-assisted programs; initiate new Title II food-assisted projects; and support on-going Title II programs and improve program management and delivery of Title II commodities. To facilitate the achievement of these objectives, CADER was transformed into the Division for Humanitarian Response (DHR) with a mandate for food security, emergency response, and children and war activities. Several major food aid initiatives were undertaken during this funding period in Ethiopia, Sudan, Mozambique, Angola, and Nicaragua.

The mid-term evaluation and the response from FFP indicate that serious institutional deficiencies within SC in regards to food security programming remained. These were

- attitudes of HO and FO toward food aid remained hesitant
- training courses are needed for SC staff
- over-reliance on outside consultants continued
- clarification of program benchmarks was needed

With the hiring of a food security policy advisor in the fourth year of the grant, significant headway has been made toward integrating the activities of DHR with the other sectors. SC's new food security policy and strategy papers clearly demarcate the points of articulation of food aid with sector development activities. The Guatemala proposal demonstrates the new thinking emerging in SC of creative uses of direct food aid and monetization and represents a truly collaborative effort between DHR, Health, and Economic Opportunities. Several regional workshops are planned during the fifth year to promote food security programming concepts at the field level. The rapid livelihood security assessment carried out in Angola by the food security policy advisor illustrates the future direction of SC in the local capacity building of its national field staff. The Guatemala DAP also represents a clear departure from a reliance on outside expertise for proposal development to an entirely in-house process. SC will employ the same methodology for the anticipated Bolivia DAP to be completed within the current funding cycle. The rest of the report addresses these concerns and others in detail.

5.0 TIMELINE OF MAJOR ISG EVENTS

The timeline of key events during the implementation of this ISG is a particularly rich story. Major changes in AID's use of Title II took place during the period, paralleled by major structural changes taking place in SC Westport. Within the ISG, there was considerable movement of staff, accompanying the achievement of grant milestones which (more-or-less) had been called for. A chart is attached to accompany this narrative (Table 1). What neither the chart nor the narrative will do to complete satisfaction is to address the interaction between these events—changes taking place in AID which affected grant implementation which, in turn, affected SC's executive decision-making, which in turn, affected AID Washington, etc. The reader is asked to reflect on these interactions as the narrative proceeds. AID will be discussed first, followed by SC at the organizational level, concluding with a discussion of the ISG grant events themselves.

5.1 AID Events

At the start of this ISG in October, 1993, the era of "Downsizing" USAID overseas Missions was in full swing, a time of significant disruption. It was also the time of the "Reinventing government" initiative of Vice President Al Gore, and the creation of the Results Package, R-4. These events significantly influenced how overseas AID Missions do their jobs.

Also at this time, the Congress had started cutting into AID's budget, and Title II resources were suffering significant reductions and were more aggressively sought after than at any time in the preceding decade.

In BHR/FFP Washington, to give an idea of the magnitude of the sea-change that has taken place since then, it may suffice to say that on October 1, 1993, the Food Aid Security policy paper was *still a year and a half in the future*, not being published until Feb. 1995. Given that so much time and energy has been spent on understanding, defining, reworking and making operational the concepts of Food Security since then, (both for those in BHR/FFP and in the Cooperating Sponsors), it is hard to recall back to the days of the MYOPs before a Food Security policy existed. It is not necessary to belabor the point to the audience of this evaluation. Title II usage has undergone a profound reorganization within the life of the ISG. So profound have been the changes that, in some respects, it is remarkable that the terms of the original ISG have remained as valid as when they were written.

A number of significant changes have taken place in BHR/FFP's requirements since the publication of the Food Aid Security Policy Paper. The first evolution was the promulgation of the Development Project Proposal due for FY94. In FY95, the nomenclature was changed to Development Assistance Proposal, (DAP) and requirements for submission were tightened. In FY96, significant attention within the DAP was required to address environmental issues. In FY97, monetization guidelines were made more flexible (to the great satisfaction of the Private Voluntary Organization). Also

Table 1

AID, SCF, CADER/DHR TIMELINES

August 29, 1993 - August 29, 1998

	Indicator	FY94 Year One	FY95 Year Two	FY96 Year Three	FY97 Year Four	FY98 Year Five
AID	Policy	*Downsizing Missions *Food Security Policy promulgated *Establishment of DPP *Title II budget cuts	*Establishment of DAP requirements	*Environmental reviews required *FFP Title II Generic Performance Indicators issued	*Monetization regs flexibilized *ITSH policy changed *FFP DPP/DAP Guidelines issued	
	Staff		*J Correa out *J Paz Castillo in *B Kramer retires	*B Jocelyn in	*B Jocelyn out *T Oliver in *J Paz Castillo transferred	

Save the Children	Policy	*Ten Year Strategic Plan developed		*SC MOU with WFP signed *Three Year Plan distributed *Devolution policy adopted	*President attends World Food Summit *IP and US programs divided *Major investment in Global Marketing	
	Staff	*McCormack appointed SC President	*N Buzzy out *L Landis in	*R von Bernuth out *AVP pos. vacant 5 months *B Kramer in *New VP position for US Programs	*RFSTA hired - R Shaw *FSPA hired - T Cederstrom *B Kramer out *R von Bernuth in *New Position AVP Ops	
	Other	*SC enters the NIS (Caucasus/Russia)	*Tajikistan start-up *Chair ISCA WG on C&W	*Strategic retreat and restructuring *CADER becomes DHR with two units - Humanitarian Assistance and Transition Initiatives	*SC Handbook revised to include FS *Mellon Foundation funding for disasters *Sierra Leone joint assessment with SC/UK *International Programs restructured	*NIS/IT moves to Operations

CADER / DHR	Events	*ISG start up *Haiti assessment *Lebanon closed *NIS start-up *Angola start-up	*Rwanda feasibility study *Malawi Assessment *Nicaragua CS Assessment *ISG Amendment #1 *Ethiopia EWS developed *Bolivia request for assistance	*Horn of Africa Conference *Johannesburg Conference *Draft FS Policy Paper *Liberia Assessment *FACG review of GACAP	*FS Presentations - WASA, Horn and LAC Area meetings and OT for International staff *Computerized CTS developed *Angola PRA completed *ISG Amendment #2	*FS Policy and Strategy reviewed *CTS installed in Nicaragua *Commodity Manual revised *ER Roster developed *Collaborative Monetization WG
	Proposals	*Burkina Faso Program developed *Regional Monetization Program for M/E region developed	*Angola AACP Project approved *First version of Nicaragua DAP submitted	Fifth or sixth version of Nicaragua DAP approved	*Mozambique DAP developed *Rwanda OFDA prop. developed *Ethiopia DAP developed	*Ethiopia Dollo floods proposal approved by OFDA *Guatemala DAP developed
	\$\$ Budget	\$500,000	\$500,000	\$200,000	\$491,245	\$691,577
	\$\$ Spent	\$301,333	\$389,064	\$507,718	\$496,607	
	Training Milestones	*Angola - Program Conceptualization Workshop	*Angola, Ethiopia and Sudan - Commodity Management Workshops *Area Directors Food Aid Programming Workshop	*Ethiopia and Southern Africa - Food Security	*Nicaragua - Commodity Management Workshop *Angola PR Appraisal *OT Food Security sessions	*Cyprus Monitoring & Evaluation Workshop

modified at the time were policy guidelines on Internal Transport, Shipping and Handling (ITSH) In FY97, guidelines were updated on DAP and Previously Approved Activities (PAA) submissions In summary, significant modifications in proposal requirements took place every year during the ISG period As one interviewee put it "the bar kept getting raised each year" Taking paragraphs one and two together, it is understandable why both for BHR/FFP and for SC there have been some "teething pains" during grant implementation

Accompanying these policy changes, there have been significant changes in BHR/FFP leadership and staffing during the ISG At the start of the period, Mr Robert Kramer was Director of FFP Mr Kramer left FFP mid-way through FY 95 (as will be seen, to go to SC) He was replaced in FY96 by Mr William Jocelyn Mr Jocelyn left in FY97, to be replaced by Mr Thomas Oliver who remains in the chair at this writing At operational levels, Mr Jaime Correa left FFP in FY95 after many years, to be replaced by Ms Janet Paz-Castillo Ms Paz Castillo worked at FFP until FY 97, and has not yet been replaced Thus, while some stability has been provided to BHR/FFP in the persons of Ms Jeanne Markunas and Mr Tim Lavelle, both of whom have been on the ground for the life of the ISG, there has been, nevertheless, considerable staff movement within the bureau Such personnel movement, probably inevitable in large institutions, indisputably slows the pace of activities as incoming people have learning curves, and new relationships have to be created to replace old ones This movement of personnel within AID has had parallels in SC

5.2 Save the Children Federation

Early in FY94, a new SC president was recruited, Dr Charles MacCormack One of his first initiatives was to set in motion a process which would result in a Ten Year Reorganization Plan in which Humanitarian Assistance and Food Security figure prominently Shortly after his arrival, SC landed the biggest single grant of its history, a \$75 million grant for disaster relief in the Caucasus, to be followed up a year later with another grant to work in the Newly Independent States, to be followed up a year later by SC's winning a significant grant in Tajikistan These middle two events had significant effects on the implementation of the ISG

In FY96, the Ten Year Plan was followed up with a three year plan in which SC's President adopted a strategy of "devolution", to be discussed later in the report Other structural changes were implemented to be discussed in depth in a separate section

At the Associate Vice President (AVP) level, Mr Rudolph von Bernuth was the SC AVP for Humanitarian Response at the start of the grant He left SC at the close of FY95, two years later For eight months, SC was unable to fill his position In May, FY96, Mr Robert Kramer came to SC, having left AID Washington Mr Kramer filled the AVP position till the close of FY97 Mr von Bernuth returned to SC to re-occupy the position he had vacated two years earlier As one interviewee said "we suffered two changes of

Vice President, either one was fine, but changes are bad ” Clearly the implementation of the ISG suffered from this rapid turnover of leadership

5.3 SC Institutional Support Grant Implementation

SC's staffing of the ISG was also problematic for a significant portion of the grant period Three months into the grant, Ms Nora Bazzy who had written the ISG proposal and who was the Director of CADER, was assigned major responsibility for the huge Caucasus grant, her time charged to ISG affairs dropped to 25% almost from the start This situation continued for the next 18 months, creating a vacuum of effective operational leadership for the first two years of the grant Her successor, Ms Lauren Landis was hired late in FY 95 by Mr von Bernuth, three months before his departure SC's inability to fill the AVP position left the Director of CADER in the untenable position of (1) having to act as Acting Vice President, (2) assume full responsibilities as Director of CADER, (3) and be based in Washington but required to fulfill numerous administrative functions in Westport (4) Most difficult, she was unfamiliar with SC's internal workings and all but unknown in the organization By the start of FY96, it was clear that the ISG had been seriously affected by such staff movements With the arrival of a new AVP and his settling in May, FY96 (see below) the staff situation appears finally to have gotten back on track

Project events have been well documented in the Quarterly Reports and will not be repeated here The reader is referred to those reports for a more detailed narrative of the project's evolution or to the attached matrix (**Appendix G**)

In the opinion of the evaluators, key project milestones are

- 7/95 Approval of the Angola Transitional Activities Proposal (TAP)
- 3/96 Approval of the Mozambique DAP (the first new project)
- 6/96 The Johannesburg Workshop (putting Food Security on the SC map)
- 6/96 Approval of the Nicaragua DAP
- 9/96 Expenditures in line with annual plans for the first time
- 9/96 Hiring and placing of the Food Security Advisor in Johannesburg
- 6/97 Hiring and placing the Food Security Policy Advisor in Washington
- 9/97 Return of Rudy von Bernuth to the AVP position
- 10/97 Approval of the Ethiopia DAP
- 1/98 Submission of Guatemala DAP (quality improvement reported by AID)

5.4 Conclusion

The ISG has run its course in a time of unprecedented changes in the donor environment and a time of major reorganization and rethinking in SC The project suffered for some time from unplanned and unfavorable personnel changes Nevertheless, at this time the project has achieved all principle outputs The quality of that achievement will be the subject of a subsequent chapter

6.0 EVALUATION FINDINGS BY ISG OBJECTIVES

6.1 Institutional Development & Food Security Programming

In organizational development literature, there are five elements which are frequently analyzed leadership, organizational structure, staff, business processes and new product development Given that the purpose of the Institutional Support Grant is to strengthen Save the Children's organizational capacity (to program Title II resources), this section will be organized thematically around those organizational development categories

Leadership/Vision, Values and Mission

The first key element in organizational/ institutional development is leadership, and the concepts that flow from leadership Vision, Values, and Mission

In order to assess the impact of the ISG on SC's senior management, the evaluation team held hour-long meetings with a number of SC's executive leadership, the President, Charles MacCormack, the Vice President of International Programming, Gary Shaye, the Vice President of Finance, Helene Sullivan, the Associate Vice President for Humanitarian Assistance, Rudy von Bernuth, and the Associate Vice President for International Operations, Christine Braun In addition, the team reviewed SC's ten year plan and a series of documents prepared by the Division of Humanitarian Response mid-way through the grant period, including Division Value, Goals, and Strategic Objective Statements

As a result of an organizational crisis in the 1990s as serious as any in SC's sixty year history, Charles MacCormack was hired as President One of his first significant steps was the formulation of a Ten Year Plan, titled *Toward the Children's Century*, a document the evaluators judge coherent and cogent That plan is divided into three periods '93 to '96, "Building the Base", '97 to '99, "Quality and Impact", and '00 to '03, "Global Impact " (SC is mid-way through the second, the "Quality and Impact" stage) The Ten Year Plan and the ISG were in the write-up stage at the same time and build on one another The importance of the plan to the ISG is the prominence that Food Security is awarded In the document, SC identifies humanitarian response as one of its four sectoral strategies, of equal programmatic "stature" as SC's three traditional program areas economic opportunities, education and health The inclusion of food security within the context of a Ten Year Plan is, thus, an essential first step in turning SC into an efficient Title II Cooperating Sponsor

Dr MacCormack was articulate during the evaluation interview how the ISG is contributing as the Ten Year Plan spins itself out He expressed the opinion that "humanitarian assistance has become the flagship of large-scale sustainable change for children" and that "SC cannot achieve its Mission without it " He pointed out that in the 1980s, food security lagged behind in importance to SC which was focused on small-scale, long-term relationships with a (relatively few) number of developing communities and engaged in somewhat "stovepipe", (i e not well integrated) programs Large-scale

humanitarian responses and the concept of food security within such responses have broadened SC's vision of its role in the development process, and made SC a better organization. Dr. MacCormack was also emphatic on the importance of the ISG to the evolution of his organization, citing that the vast majority of SC's donations are tied to child sponsorship and/or particular country programs. Donations to build organization capacity are very hard to generate, most SC donors "giving from the heart," rather than a "from the head" with an intellectual understanding which would recognize the importance of organizational strengthening. Thus, he said, ISG dollar resources, seemingly small compared to the \$125 million-plus of SC's Balance Sheet, in fact are "golden dollars" which allow SC to increase its organizational capacity to better respond to future large-scale crises.

In separate interviews, Vice Presidents Gary Shaye and Helene Sullivan echoed the same thoughts. Food programming has become "another important program component" and "completely institutionalized" in the SC portfolio, thereby "broadening SC's Mission." There is a "new openness" in SC to food and emergency programming, brought about in large measure by the financing of the ISG. Since the Ethiopia famine of the late 1980s, SC has grown in the recognition that its traditional programming stance was not adequate to meet the demands of complex, large-scale emergencies and SC has been scaling up its food response mechanisms ever since. Five years or so ago, food programming was seen as an add-on and largely ignored by field staff, now it is seen as an "essential" part of the SC program response, and field staff are initiating request for food-assisted programs. The ISG has allowed SC to make Food Security "part of its core strategy."

In organizational leadership terms, two gains have been won during the life of the ISG. At the political and advocacy level, Dr. MacCormack was named to participate in the World Food Summit, a participation which would have been highly unlikely in SC's exclusively C-BIRD (community development) days. This invitation is a reflection of the expanded role SC has assumed in food and disaster response activities. Second, SC's President has aggressively and successfully created a disaster emergency fund to enable the organization to respond to rapid-onset disasters in innovative and accelerated fashion. With a quarter-million dollar grant from the Mellon Foundation matched by donations spear-headed by the Chairman of the Board, SC has created the Halaby Fund, a \$500,000 set-aside with special access rules to provide field staff with emergency financing in acute or emerging disasters. In this way, organization policy has been followed up with financial resource commitment as a direct outcome of ISG support. Most recently, Dr. MacCormack has been named by Brian Atwood to the Food Security Advisory Committee, making SC one of the three international PVOs to participate.

At the operations level two gains merit highlighting. The first is that SC's Programs Handbook has recently been modified to include Food Security and food programming as

an integral part of overseas operations. In like fashion, a Food Security module is presented to all newly inducted staff along with other sectoral presentations². Second, in a Johannesburg workshop (to be discussed below), staff of the restructured Division of Humanitarian Response created a Divisional Value Statement, Goal Statement, Strategic Objectives and Program Outcomes, as well as an accompanying Action Plan. While value, goal and strategic objectives statements have become wide-spread in the NGO world at the organizational level, such documents are less frequently found at operational and divisional levels. The articulation of these documents, frequently a long, tortuous process, is judged as another important milestone in institutionalizing the DHR in SC.

Organizational Structure

The "Timeline" section alludes to a number of changes in the structure of SC and that the ISG has played a role in shaping these changes at the organizational level. Three themes will be linked: the creation of a cadre of Associate Vice Presidents, streamlined decision-making and the pursuit of large-scale grants. Also to be discussed are the enhancement of representation via the Washington, D.C. office, evolution of the DHR structure, and perceptions from the rest of SC on how DHR fits into SC as a whole.

Management development literature suggests that the relationship of supervisor to supervisee should never exceed five or six. Until fairly recently the Vice President of International Programs carried a supervisee load of perhaps double that: two assistant vice presidents, four sector coordinators, three area directors, and numerous other direct-report staff. Recently, this structure has been streamlined; the International Program VP now has only three director reports, the Associate VPs of DHR, of Development Programs and of International Operations. This is a more manageable, appropriate supervisory work-load and is judged by the evaluators as a clear improvement in organizational structure.

The ISG has been important in this evolution. Just prior to the start of the ISG, the Associate VP of the then Commodity Assisted Development and Emergency Response unit (CADER) had been instrumental in SC's being awarded a \$75 million dollar grant for the Caucasus, the largest grant in SC's history. It is widely recognized in SC that this fact gave the unit he headed enhanced organizational "legitimacy." At the same time, the organization learned that streamlined decision-making was important, that it was no longer feasible for the senior Vice President of International Programs to be involved in the day-to-day negotiations of programs of such magnitude. ISG support of large-scale programs in Mozambique, Angola and Ethiopia have reinforced that concept.

² In a recent SC staff work training week, Food Security was allocated an entire afternoon, while other programming sectors had less time to make their presentations.

Beyond that, six months ago the position of Associate Vice President of Development (in essence, large scale grant-making) was created, more recently, the position of Associate Vice President of International Operations was created. Both these positions are outgrowths and modifications to the organizational structure which evolved from the ISG experience as well as appropriate "organizational learning" in the Peter Senge sense. The ET is comfortable in asserting that neither of these positions would have evolved as they have, were it not for the influence of the ISG. Thus, in addition to the establishment of a more efficient and streamlined reporting relations to the senior VP, a "modeling" of an administrative structure capable of aggressively pursuing additional large-scale grants has also evolved out of the ISG experience.

Document review indicates that the SC office in Washington received a significant infusion of new staff during the ISG period. Historically, SC has thought of itself as a "Westport-based" NGO, as long as the principle programmatic focus remained child sponsorship this was not inappropriate. With the onset of complex emergencies, the need for effective liaison with relief-oriented NGOs in the planning and administration of multi-million dollar programs, and the need for daily or weekly contact with U.S. government refugee and relief officers, especially Title II staff, SC's head office being in Connecticut was a disadvantage. The President of SC recognized this as a significant institutional constraint and pushed for significant staffing up of a Washington office.³ In fact, the newly created position of AVP-Development is based out of the Washington office, thereby emphasizing the importance to SC of this new level of representation.

While these developments may seem unrelated, in an organizational development sense they indicate that SC has grown significantly in the sophistication of its organizational structure during the ISG period. The evaluators postulate that the ISG has had a large part in fostering a more efficient organizational structure and a more versatile sense of organizational self.

Regarding the relationship of the CADER/DHR *internal* to SC, during FY94, food assistance activities, till then part of Program Development, were transferred to Program Operations, and CADER responsibilities for technical assistance and food proposal development were enhanced, a more operational role than previously. In June, 1996, the CADER unit was phased out and the Division of Humanitarian Response was created. The Division was originally structured into two, a Humanitarian Assistance unit and a Transitions Initiative unit. The former unit continues as the principle beneficiary of the ISG while the latter unit has since been merged into the NIS & Europe unit (and since transferred back to Program Development).

A focus group was conducted of non-food unit staff at SC Headquarters during the interview week in which perceptions of the role of the DHR were explored. In general, the consensus is that DHR has evolved over the years into a fully performing sector of the

³ During the interview, he speculated that in ten years, there may well be more SC staff based in Washington than in Westport.

organization, for some, "it is just another piece of the organization." For many, DHR has brought with it considerable external benefits. Focus group participants expressed an appreciation of the Mellon/Halaby grant in the life of the organization, they value the sensitization that had taken place within SC to the land mines issue, in part due to the Angola program, and are proud of SC's becoming part of the lobbying group to ratify the Global Landmines Treaty. They note the growing linkages between sector staff (health and education especially) and the articulation of the concept of "going to scale", a new programmatic concept. They value SC's role in Caucasus grant which has taken food aid from purely short-term relief to long term development in that area. Internally, they credit the DHR for bringing strong finance and management skills to the organization. The Finance Department staff actually reporting improvement in systems because of the extra scrutiny and oversight that Title II programs bring with them. All of these issues are ISG-related.

The issue of field staff "resistance" to food programming has been of concern to AID, as noted in the mid-term evaluation and other documents. In this regard, it is important to underline the "sea change" that the comments above represent. Numerous informants contrasted the situation "two or three years ago" with the current one. Areas of notable improvement were many in terms of sector integration, staff willingness and receptivity to expanding SC's role, enhanced professionalism, bridge-building between sectors and opportunities to cross-share, less organizational "risk aversion", major donor interest in large-scale programming, improved personnel policies, improved accounting systems, improved communication systems, etc. Throughout the organization, there is a widespread recognition that DHR has brought numerous long-term and short-term improvements. While it is likely that there are pockets of staff still resistant to SC's continued use of the Title II resource, the evaluators conclude that such people no longer represent the consensus of the organization, which now views food use as an important and innovation-inducing resource.

Staff

As discussed in the "Timeline" section, the ISG period has seen a number of changes in SC personnel, those changes will be analyzed in more detail in this section and discussed at the Associate Vice President level, the DHR Director and Deputy Director level, the technical advisor level and field staff level.

Although the position of Associate Vice President for the Division of Humanitarian Response is not ISG funded, it is clear that Division effectiveness is strongly influenced by its AVP. The position of AVP of CADER/DHR suffered two changes during the ISG, both of which had significant impact on the grant. At the time of the signing of the cooperative agreement, the incumbent AVP was an experienced food programmer with decades-long experience in field operations and disaster management. This individual left to take an international position in September, 1995, two years into the grant. The AVP position was vacant for eight months, a critical loss in terms of representation of food programming concerns to SC executives. In May, 1996, a new AVP was appointed.

Narrated earlier, it was judged that this individual would best be based in Washington, in part to better interface with the United States Government on issues of Title II. This gentleman brought with him considerable experience with the inner workings of AID and a new energy to articulate a DHR vision, however, since he had recently held a senior position with Title II, the Federal law which governs "revolving door" relationships prohibited him from having any contact with the Title II officials, (his ex-subordinates). While SC senior leadership may have recognized some of the risks inherent in this arrangement, it is clear in hindsight that the ISG suffered a serious set-back. ISG representation vis-à-vis SC senior executives was hampered by having the individual posted in Washington. At the same time, having him prohibited from interacting with his principal USG counterparts was also a body-blow to his Washington effectiveness. Essentially, this resulted in the ISG having weakened presence in senior SC decision-making and no senior representation to AID presence for two years. In September, 1997, the original AVP returned to SC and, as before, is based in Westport. While subordinate staff likely did all in their power in "Acting" capacities, it is indisputable that grant administration was hampered by these changes in ISG leadership.

Original grant documentation called for five full-time positions: the Director, two Deputy Directors, one senior administrative assistant and one administrative assistant. Almost from the very beginning of the grant however, the position of the Director was scaled back. Because of the large financing and a greatly increased workload of the Caucasus grant, the Director of CADER was assigned responsibility for the Caucasus operation, thereby leaving vacant (or at least severely under-represented) the CADER Directorship. Even in the first Quarterly Report, the Director's time had been scaled back to 75%. By October 15th, 1994, a year later, SC was reporting only 25% of expended effort in this position. In June, 1995, the incumbent was officially taken off the ISG and a full-time replacement was hired.

Unfortunately, because of the absence of the AVP, the new Director spent nearly a year traveling between Westport fulfilling administrative roles, and Washington, fulfilling representational roles. Moreover, in the Fall of 1996, SC's President assigned his "Children in War" initiative to the Director of DHR, confirming that in a revised job description in February, 1997. The wearing of two or three such hats rarely produces desired results and this was no exception. It appears that none of the roles was fulfilled to complete satisfaction.

Beyond overwork at the DHR Director level, by October 15, 1994, SC was reporting to BHR/FFP that the two Deputy Directors had only been involved in grant activities 75% of their time, the remaining time being spent on food programming unrelated to Title II. In essence, the unit had neither full time executive, direction or implementation capacity. Not for nothing was there an AID perception that the ISG got off to a "really slow start."

Document review seems to suggest that the personnel situation began to improve at about the time of the mid-term evaluation. By September, 1996, the new AVP had been on board for five months and had begun to exert his leadership as evidenced by the carrying

out of several key project milestones including the formulation and promulgation of a Division Value statement and the carrying out of the Johannesburg Food Security seminar. The Director of DHR had been in place for 15 months and grant activities and grant expenditures seem to have taken a turn for the better. The two Deputy Directors were working full time on ISG activities and traveling frequently. A Regional Food Security Technical Advisor, proposed in the first grant amendment request, was being hired at this time. A realignment of administrative support staff, also proposed in the grant amendment, had been accomplished and the ET judges that more time and better quality ISG paper flow seems to have begun from about this time.

The last significant personnel change in the ISG was the hiring of the Food Security Analyst in June, 1997, a position which had been proposed in the first and second grant amendment requests. With this individual coming on board, the capacity of the DHR to provide quality back-stopping and technical assistance improved dramatically.

Several field staff changes have recently taken place in the last two years which, while not financed by the ISG, nevertheless reflect positively on ISG goals. An hour-long telephone interview was conducted with the Area Director for Latin America, an experienced food programmer. It is clear that this individual brings with her an energized and proactive stance regarding food programming possibilities in her Latin American portfolio. The Area Director for the Middle East was also contacted by phone and gave an insightful analysis of the SC "learning curve" in the Lebanon phase out, as well as useful comments on the need for a Near East regional workshop similar to the Johannesburg one. The newly appointed Bolivia Country Director (not interviewed by phone) has requested assistance from DHR in the write-up of an integrated food/ primary education project. Such strong field support reinforces the idea that food programming has come of age in SC.

In summary, the ISG suffered a number of debilitating personnel changes through the first half of the grant which did not stabilize until the Mid-Term Evaluation. Since then, steady gains have been made in quality and quantity of staff time, and the ET judges that the DHR team is now better configured and poised to provide an almost-full range of services to SC international programming. Suggestions for additional personnel will be deferred until the "Recommendations" section.

Business Processes and Policies

The focus of this section will be changes in SC's business processes at the organizational level, leaving to a later section the changes in business practices within the DHR itself.

Two organization-wide policies are being implemented in SC. The first is decentralization (or ACE-IT--Accountability, Commitment, Excellence, Innovation, and Team, as it is called in SC), the second is Large Scale Strategic Opportunities (LSSO). Both of these policy initiatives have been launched by SC's President over the last two years. The first calls for moving more responsibility out of Westport, some of it going to the Washington,

DC office as seen elsewhere in this document, some of it going to the field with the strengthening of the Area Director management LSSO has been discussed earlier, by noting the creation of a Washington-based Associate Vice President charged to aggressively pursue large-scale grants It appears that both of these policy initiatives are, in part, outgrowths of the ISG experience

Personnel policies are an area of growth, and a "work in progress" As part of SC's response to large-scale disasters, and the need to place field people into high risk situations, it became clear that SC's personnel manual needs updating War risk insurance became a subject which SC had never encountered before, how to enhance staff security became a concern, issues how to pay employees in societies where there was no banking system needed to be addressed, the need for satellite hook-ups became clear Moreover, the "disaster-type" employee is far different from the "development type", and SC recruiting and hiring has had to adjust to these new requirements The ET heard from some that organization still has a ways to go before these issues have been resolved to full satisfaction, but it is clear that SC is being forced to change and make its personnel policies more flexible in order to attract, retain, and protect its staff in food/relief/disaster situations

The related concept of national staff development may be worth mention Other Title II cooperating sponsors have found an organizational opportunity in promoting experienced national staff into disaster and relief situations From several interviewee comments, it appears that this is a direction that SC would like to move, but that it has done so slowly Specifically, a different pay and benefits scale for so-called Third Country Nationals was cited as not yet in place, and seems an area where organizational policies have not yet caught up to institutional need

Use of technology is also improving Of course this is a worldwide phenomenon, but the ISG's financing of a "head office" staff (the Regional Food Security Advisor) based in Johannesburg, and this individual's report of good support, supervision and communication from his Washington-based supervisor is a clear indication of the growing sophistication of internal communication in SC Naturally, improved electronic communication will also be required as the role and importance of the Washington office expands SC is experimenting with new relationships and new communication, partly in response to the needs of ISG/DHR

Internal communication appears to be an area of opportunity Several different sets of interviewees indicated that one of the weaknesses of DHR, brought about in part because line staff are not based in Westport, was in keeping the rest of the organization informed about major initiatives Because the health, education and micro-enterprise sectors largely sit side-by-side in Westport, each knows the major initiatives of the other Also there is an interface, a give and take, that occurs between these sectors, one learning and growing from the other Within DHR, this happens to a lesser extent, and there were observations from both non-food field and headquarters staff that "more integration is desirable" and "we need more information from DHR, and more visits"

Product Development

The last subject to be discussed briefly in this section is product development, or (less tortuously in the case of an international NGO), new project development

Regarding ISG support for new programming, reference is made to other sections of this document which discuss successful development of the four projects called for in the ISG in Mozambique, Angola, Ethiopia and Nicaragua. Each experience is unique in its own way, and clearly shows the broad range of technical and back-stopping support provided to field staff by the ISG. Total volume of financing managed during the life of the ISG has been approximately 56,800 MTs and approximately \$32.8 million in program costs.

An additional DAP for Guatemala, beyond that called for in the ISG, has been prepared and is under AID/W review. The volume of that request is approximately 36,000 MTs and \$11.7 million dollars. There is also current activity to develop a concept paper for Bolivia.

Grant documentation also indicates that ISG-supported staff participated in the development of proposals which did not go forward. Probes were sent to Haiti, Burkina Faso, Rwanda, Ethiopia (AFAR project) and Ivory Coast/Liberia. These activities did not go forward for idiosyncratic reasons and there does not appear to be an over-arching learning to be taken from them, other than the comment from one DHR staff that "we have to do better pre-probe research, before we commit to a full-scale DAP write-up."

Conclusion

The first goal called for in the Cooperative Agreement was "to institutionalize and strengthen developmental and relief Title II programming." A comparison between the original ISG Logical Framework Matrix (**Appendix F**) and the preceding narrative shows clearly that this objective has been achieved.

The ISG has contributed in a meaningful way to SC's President being able to institutionalize Food Security as one of SC's core values, including it prominently in the Ten Year Plan, effectively selling to VPs, AVPs and operational levels the importance of food programming in SC's pursuit of its Mission, creating and funding a disaster response fund, and assuming new, more visible advocacy roles in the international food policy arena.

SC's organizational structure has grown more agile and sophisticated as an outcome of ISG support. Lines of authority have been made more manageable, a cadre of Associate Vice Presidents has been created to accelerate decision making and to search aggressively for large new program support, the Washington office has been significantly strengthened, along with the idea of enhanced "outreach" to USG authorities, overseas program and operations manual now include a section on food programming.

Organizational business practices have been influenced by ISG-supported events. Currents of decentralization and the pursuit of large-scale strategic opportunities, in part, grow out of successful DHR "modeling", national and international personnel policies are being updated to make them more responsive to disaster and emergency field conditions, innovative use of technology is being fostered.

For a significant period of the grant, the Division of Humanitarian Response suffered from relatively high staff turnover in key positions, but this situation has been resolved and the ISG has recovered its momentum. Vision, Values and Mission statements have been hammered out, well qualified technical staff have been recruited, administrative responsibilities have been realigned and are functioning to satisfaction. Internal communications can easily be improved upon. In essence, DHR seems poised to embark on a period of aggressive portfolio growth, with most major elements in place.

Finally, "resistance" on the part of some field staff to food programming has largely been overcome, and the consensus through many parts of the organization is that food programming has become an essential part of SC's mandate to create lasting and positive change in the lives of children.

6.2 Improvements and Innovative Designs

The question whether the ISG improved SC's capacity to use PL 480 funds and create innovative designs for food aid programs was evaluated by assessing the grant's effect on the evolution of intersectoral collaboration and the development of key components of DAPs. The unit of analysis for the DAPs are (1) conceptualization of the DAPs, (2) implementation plans, (3) the use of the food resource, (4) monitoring and evaluation, and (5) the Input provided by DHR/ISG (Table 2). Conclusions about these areas were derived from several activities. First, the ET reviewed how SC's internal system was formulating and implementing ideas. The ET also reviewed five DAPs (Angola, Mozambique, Ethiopia, Nicaragua and Guatemala) created during the life of the ISG. Responses to questionnaires sent to regional and country directors were used to determine if there was an overall impact of the ISG at the country level (Appendix D). The ET also used its on-site review in Nicaragua to determine what specific support the ISG has provided to that project. Together these activities permitted an evaluation of how the ISG has met its objective of improving and developing innovative designs for the use of PL 480 funds.

SC's System Integration

Interviews conducted with the Director of Health and the Director of Economic Opportunities, and also with staff from the Education Unit provided information on how the ISG has affected the integration of food aid within SC's Department of International Programs. At the start of the ISG, there was little integration, or for that matter, limited

thought on how to use food aid within SC. Furthermore, this separation of food aid projects from the other units continued at least until the Johannesburg Conference in FY 96, as it was perceived as a stand alone resource. After Johannesburg, food aid started to be seen as a resource rather than just food being dumped into countries. The realization that food had additional value, first primarily for its economic value with monetization, but later as a resource of itself, strengthened the potential for integration with other activities that could impact food security.

One of the major successes of the ISG has been to heighten the awareness of how food aid can be used in a variety of settings. The evolutionary change that occurred during this ISG is how SC Units and SC's Regional and Country Directors have started to think how food aid can be used within programs. Previously DHR had to initiate requests to SC Units and field offices for their involvement, where now these units and field offices approach DHR to develop and implement new DAPs. It is clear that SC Units and field offices now want to use food aid to increase and integrate their activities with programs that can more easily go to scale.

The bulk of expertise how to use food aid in the design of innovative and successful programs is based within DHR. However, there are two regional staff members, one funded by the ISG (Ron Shaw in South Africa) and the Latin American Regional Director, who also have extensive experience with food aid. In this regard it is important that the heightened awareness and increased knowledge gained by local field offices at the Johannesburg Conference continue to grow, since local initiatives will foster innovations how to best match food aid programs with development projects.

During the interview with Dr. David Oot, Director of the Health Unit, it was emphasized that there has been a push to integrate health and nutrition outcome measures in PL 480 projects. It was also stated that the Health Unit was aware how food could be used as a resource and how it could provide an array of strategic plans for targeting subpopulations. As a result of this interest, the Health Unit is now working with DHR from the outset in developing DAPs to strengthen the design of child survival and health related interventions. This increased interaction between the Health Unit and DHR was especially evident for the Ethiopia DAP and the recent Guatemala DAP. However, the evaluation team judges these initiatives still tend to work more in parallel with each other rather than food distribution becoming a fully integrated part of health initiatives. Similarly, increased joint activity on DAP preparation and joint thinking on resource needs have also given the Health Unit and DHR the realization that nutritional issues in the design and measurement of outcomes need to be coordinated between the two units, both have stated that resources need to be jointly identified so this can happen.

During his interview, Mark Eldon-Edington, the Director of the Economic Opportunity Unit, expressed the opinion that there was great interest in the monetization of food to help finance microcredit programs. This has been proposed as part of the Guatemala DAP and is part of a concept paper for Bolivia. It is also a goal of the Economic Opportunity Unit to determine how efforts for microcredit programs could become large.

scale programs using monetized food or other new uses of food-as-food that have not yet been identified. This idea expands the potential to use food within the micro-enterprise context while recognizing that the decision to use either food-as-food in new innovative ways or to monetize food depends on the state of food security within a region or country.

SC's Education Unit and DHR have begun to think about how to optimize Title II food aid to improve education. The importance of this outcome is that in the past (prior to the Johannesburg Conference) the Education Unit was reported to have been less enthusiastic about coordinating with Title II projects, in part due to having seen food aid only in the context of school feeding. In the opinion of the ET, it may also have been due to having the Education Director and program staff based in Westport, while the Directors of Health and Economic Opportunity are based in Washington DC where the DHR Director also sits. It was clear through conversations with Education Unit staff and documents reviewed within SC that there has been an expansion of thought on how to integrate food aid with education programs.

The Education Unit has now become interested in including food aid as part of their agenda, stating that "hungry children are not able to learn as well as well-fed children. So it is important to feed children in school if they cannot be fed at home. In areas where school attendance is low (especially for girls), food has the ability to act as an incentive to draw children into classrooms." Obviously, improvements in health and nutritional status are also possible. The Education Unit has also initiated multisectoral thinking about linking food aid with educational objectives such as improved teacher training, curriculum development, and parent involvement (with the ultimate goal of healthier and smarter children). The Education Unit is actively involved in the development of a concept to participate in food aid programs in Bolivia that will include an education component.

Overall, the concept of integration and the changing paradigm for using food aid across sectors are providing a rich resource for the creation of innovative designs. Each of the units in the SC's Department of International Programs are participating in two-way communications with DHR. However, there now needs to be an increase in communication across units. A "food security working group" is needed that will amalgamate ideas that are being generated from each unit.

Conceptualization of the DAPs

Several common themes have developed in the four approved DAPs and the Guatemala DAP proposal. The conceptualization of these DAPs has included (1) using food aid to transition emergency programs to development programs, (2) the use of multisectoral interventions with multiple uses of food aid, and (3) a strong link to both agricultural and health outcomes. Within each of these themes, the ISG has supported the development of more sophisticated approaches. Incorporating microcredit programs with Title II in the Guatemala proposal is a further innovation in the conceptualization of how to use Title II resources.

Using Title II to transition from providing food for emergency relief to using it for development was present in Angola, Mozambique, Ethiopia and to a lesser extent in the Guatemala DAP. Timelines are clearly presented for each of these countries on how to transition. In Angola and Ethiopia where SC has had a long standing presence, these timelines have been defined as to when food for relief will stop and food as part of development programs will start. In Mozambique the conceptualization of the transition was less defined and will draw upon SC's experience using the "Positive Deviance" model to identify at risk families who need food relief for short term periods and until locally derived development strategies are developed and implemented. It is noteworthy that in the most recently funded DAP (Ethiopia), multisectoral objectives include improved household health and nutrition status, sustainable household income, and community development. Furthermore in Ethiopia, the input from potential participants has allowed for integrating traditional practices into project implementation. For example, the building of community savings as part of FFW and CFW programs is an active way to directly link title II to community development.

The DHR has been expanding its interaction with USAID projects such as LINKAGES in the design of entry and exit criteria for participation programs that are providing food to families. The use of health indicators in Nicaragua and defining clear exit criteria allow families to identify food distribution as a health program rather than a "welfare" program. However, these criteria, at least in the case of Nicaragua, have locked in a policy that has thwarted innovation of local importance.

Multisectoral interventions are planned in several DAPs. In Angola, the project began working in five separate sectors (landmine removal, creating permanent resettlement areas, increasing productivity activities, rehabilitating basic infrastructure and re-establishment of basic health services). Mozambique is focusing on improving infrastructure by reestablishing farm-to-market transportation systems, increasing agricultural technology and increasing health care knowledge and health care systems. The use of multisectoral inputs for pastoralists in Ethiopia has also been combined with more sophisticated targeting. In each program, multiple sectors are being targeted to establish development programs and to reduce potential dependency on food by targeted population. However, as with the Health Sector, these multisectoral interventions that use food tend to be more parallel with each other than integrated into a single package.

Another emerging area in the conceptualization of the DAPs is the awareness of the need to pilot new strategies before going to scale. In Ethiopia, the reclamation of ponds will be limited until success can be shown. SC has also identified the need to compare the impact of various combination of inputs on project goals. This has been proposed for Nicaragua, Mozambique, and Ethiopia. The long-term outcome of such studies will increase the experience and expertise that DHR has to offer in future projects and to the international food aid community.

There has clearly been an evolution in the development of DAPs over the past two years. Time and experience have produced innovative components of DAPs and a more targeted

ways to use food resources. For example, the two most recent DAPs are now incorporating positive deviance and microcredit programs.

What is not readily known is how integrated these multisectoral interventions are in the field. For example, during the field visit to Nicaragua, each multisectoral intervention was being conducted, but integration could have been strengthened. Specifically, the ET observed that there were mother-to-mother groups actively discussing health education issues and growth monitoring was occurring along with EPI activities, vitamin A supplementation and food distribution. However, in spite of high levels of activity, usually there were not more than two of these activities occurring at any one time in a single location, thus forcing women to attend multiple sessions at multiple locations to fully participate in the program. However, it must also be noted that the lack of "one stop shopping for services" was often due to more complicated scheduling and resource issues that involved the Ministry of Health and other collaborating organizations.

In summary, the SC headquarters staff, supported by the ISG, has provided the vision on how to move away from dependency and now needs to move toward demonstrating that multiple inputs are actually being coordinated. Evaluations also need to determine what are the best combination of inputs to specific needs as not all families need the same types and amount of inputs. The level of analytical skill to conduct this type of evaluation requires expertise that is currently not readily available at SC.

Implementation Plans

Implementation plans in the DAPs have improved significantly in latter submissions, especially for Ethiopia and Guatemala. There is more coordination identified in these programs. These projects have been especially cognizant of developing staff capacity and building local support to foster sustainability. They include training a large number of agricultural, health and nutrition workers to build local human capital. SC has also included short term and long term benchmarks looking toward improved health and nutritional status, with the expectation that they will be measured at identified time points. One example is Angola where families know that the transition from emergency relief to development will occur during a one year period, where development packages of tools, seeds and food are available until the harvest at which time they are expected to have built up their own resources, and save seeds for the next crop.

Implementation plans have also included schedules for how multiple inputs will be simultaneously delivered, in the case of Angola, Mozambique and Ethiopia. In Ethiopia the projects will start on a small scale and slowly expand. Potentially the most complicated implementation plan is proposed for Guatemala. This DAP is using a new working model, and proposes more interagency collaboration and merging new inputs (microcredit) into a single DAP. Given that this is the most recent DAP, it illustrates that SC is now able to implement more innovative approaches to improve food security.

The Use of Food as a Resource

The shift within SC to use food as a resource is the most significant step that has led SC to design more innovative programs. In Angola, using food as a bridge until families could sustain their own crop production was an essential step that has ensured the mission of SC not to create dependency on food. Although food remains as part of the emergency relief package, the projected showed that food could be used in a limited way to foster development until harvest time. It also showed that food could help provided a way to build infrastructure. Monetization of food has moved from providing hard currency for general project expenses to targeting estimated amounts for the purchase of specific equipment.

Innovative uses of food have grown since the first monetizations of food. SC's early resistance to food aid has actually caused it to be innovative and not insist that food has to be used in overly limited ways. SC also has learned how to use food in multiple ways within single programs and that FFW, CFW and food-as-food can all be used together. Use of food to target the highest risk children has been especially helpful with community development and for children who need to attend rehabilitation centers. One of the most remarkable use of food is part of the Ethiopia DAP where food is monetized to purchase local food in food rich areas and then incorporated into FFW programs in less food secure areas within Ethiopia.

Food is also being used as resource to help create community organization. DHR has provided local programs the expertise to identify who could be valuable partners in the use of food. The array of partners within and between countries is now growing. Within country, such agencies are women's groups, farm cooperatives, and are governmental missions, international agencies and NGOs. This is the focus in Nicaragua and also in Guatemala. During the Nicaragua site visit, the enthusiasm seen in the Mother-to-Mother groups was augmented by the food program. Although the ration is small it helps to keep women and families involved in the process.

With the many innovations for using food, it is now necessary for SC to increase their local capacity. It is important that SC have staff who can determine how to efficiently provide food in their local site. SC also needs to build regional capacity to have staff who can conduct food security assessments and identify ways to use food in sites where SC is not currently located, but have populations that could benefit from innovative uses of food aid.

Monitoring and Evaluation

The ISG has modestly increased SC's capacity for monitoring and evaluation of projects. However, improvements and innovation first occurred in monitoring food management. SC's capacity has only recently increased with regards to monitoring and evaluating benchmarks that indicate changes in overall community development and food security. At this time, SC's capacity to measure changes in health and nutrition outcomes is still

somewhat limited since DHR needs to draw almost exclusively upon expertise within the Health Unit which has also has separate program responsibilities

At the start of the DAP process in 1995, expertise in monitoring and evaluation were primarily used for accountability of inputs (food movement and monetization) and these important program components were not explicitly part of plans to modify projects. For example, there were fewer goals and benchmarks identified for Angola compared with the other DAPs. However, with the next DAP, Nicaragua, and the inclusion of a computerized system and a planned operation research, the DHR started to rethink how monitoring and evaluation would be conducted, both in qualitative and quantitative terms. Nicaragua now has a much more elaborate plan to conduct ongoing monitoring. Although the operation research is currently not a major focus, the structure is established to collect, analyze and report growth monitoring data to identify high risk areas and individual families to target interventions. The collection of indicators on a continual basis can now be used to modify and improve projects during the life of the DAPs.

SC is now in a position to significantly add to the current knowledge of how interventions should be used as part of food security programs by using multiple interventions in various communities within a country. In Ethiopia, the use of food rehabilitation programs, FFW, CFW, combining FFW and CFW, and monetization of food are examples of a program that can help determine what are useful interventions. The evaluation of this project will measure how each of these strategies affect how food gets into homes and to children, at least within the context of Ethiopia's pastoral society. Similarly in Nicaragua, evaluating the addition of food into existing child survival programs compared with starting with food programs will help indicate which implementation plans work better, at least within Nicaragua.

This growing experience in DHR headquarters is beginning to serve as an important clearinghouse for transferring information to regional and country directors. Furthermore, the DHR is now supporting three technical experts to assist countries in food management, monetization and food security. Each of these individuals has already provided important technical backstopping so appropriate information can be monitored and evaluated. What is now needed is to get some additional expertise into the field on how to set up the quantitative data bases for tracking changes in agricultural, nutritional and development indicators, through additional staff and/or training sessions.

Conclusion

SC has taken the use of food in several new directions. It has been a leader in the aid community with the overall efforts to monetize food and has become a more flexible resource. SC has also successfully focused on how to transition food aid during emergencies to using food for development. The ISG has allowed the entire SC organization to work together in planning when and how food aid can be reallocated for different uses. The newest concepts on how to regionalize food monetization is potentially an important new paradigm that will add to SC's flexibility.

Although SC has significantly advanced its uses of food, its field efforts to integrate parallel programs into integrated programs may still be a step behind, many of SC's programs have all the pieces, they may just need to be rearranged to get maximal outcomes. Similarly, in many cases SC currently knows what it wants to monitor and evaluate in food aid programs, and the data are being collected, it just does not have the depth and breadth of technical expertise to keep pace with its growing number of projects. However, overall SC's efforts to have improved performance and more innovative designs and interventions has increased in the past two years compared with the first two years of the ISG

Table 2. Improvements and Innovations in Designs for Title II Programs

Improvements and Innovations	Angola July 1995	Nicaragua May 1996	Mozambique October 1996	Ethiopia May 1997	Guatemala January 1998
Conceptualization of Development Activity Proposals	Focus on transition from emergency to development Multisectoral inputs Create food producers Multiple use of monetized food	Combined with Child Survival within SAVE and MINSA Use food to initiate community development Defined entry and exit criteria	Incorporate contingency for disaster prone regions Use of Positive Deviance model Three pronged approach roads, agriculture and health care	Multisectoral inputs & objectives Bottom-up approach Sophisticated targeting scheme Strong community development and phase out plan	Focus on transition from emergency to development Microcredit programs for community participation and development Focus on women for food distribution
Implementation Plans	Focus on target areas Timeline developed for transition Work on infrastructure, short term food use and development of crop production Extensive interagency collaboration	Started off large Has increased in size Complicated by operations research Strong coordination between agencies	Simultaneously provide multiple inputs Strong use of baseline information	Start small, pilot test new projects Build staff capacity	Strong agriculture Build capacity with local SAVE counterpart (Alianza) Focus on one region

Table 2. Improvements and Innovations in Designs for Title II Programs

Improvements and Innovations	Angola July 1995	Nicaragua May 1996	Mozambique October 1996	Ethiopia May 1997	Guatemala January 1998
Use of Food As A Resource	Part of relief packet Ration equals emergency packet Monetize for CFW programs, to purchase supplies and other operating expenses	Food used as food Currently requesting FFW program to improve water and sanitation	Use monetization for CFW and to purchase local foods for FFW programs Food for nutrition rehabilitation Monetize food to purchase tools	Use various schemes Monetize for CFW, FFW and combine CFW and FFW Include direct feeding for targeted women and children who are not able to participate in CFW or FFW	Monetize food for supplies and operational costs Put food in the hands of women to manage to target FFW programs and its delivery to children
Monitoring & Evaluation	Primarily accountability for inputs being delivered Fewer goals on economic transition benchmarks and health and nutrition outcomes	Computerized Data Base for Growth Monitoring and Outcome Evaluations Undefined on softer community development outcomes	Use of baseline data for evaluation ISG and USAID to determine indicators Compare use of food and non-food inputs on food security	Better defined indicators Evaluate FFW, CFW and FFW/CFW Combination Better evaluation protocols Health outcomes strong, less on benchmarks for sustainability	Strong health indicators and benchmarks for agriculture and community developments
DHR/ISG Input	Food Distribution Backstopping Provided By Headquarters ISG has provided strong support of backstopping personnel	Food Distribution Backstopping Provided By Headquarters Minimal input on data base development, but growing	Backstopping on outcome indicators Input from DHR on measuring food security	Build on in-country experience Provide input on indicators, improving staff capacity and monitoring and evaluation	Strong input on developing monitoring, evaluation and reporting procedures Backstopping technical assistance on food management

6.3 Initiation of New Title II Programs

Angola

SC/US-Angola began operations in January 1994 providing emergency food assistance to more than 180,000 Internally Displaced Persons (IDPs) affected by the civil war. In July 1995, SC/US-Angola began to implement a larger project -- the Agricultural Area Clearance Project (AACP) -- to support a more structured resettlement process for 60,000 IDP families returning home. The project focuses on transitioning these families from emergency assistance to sustained resettlement through the following activities:

- distribution of seeds and tools,
- provisioning of basic household resettlement kits,
- rehabilitation of health posts,
- supply of essential drug kits and basic medical equipment,
- extended immunization program,
- rehabilitation of schools, rural roads and irrigation channels, and
- participation of resettling populations in mines action (awareness, surveys, and clearance)

The current Operation Plan (FY 97-98) is an initiative to further strengthen and build upon ongoing AACP activities, by creating vital conditions for a systematic transition from emergency to long term development for IDP target population groups in Bengo, Kwanza Sul, and Moxico -- all within the larger context of food security. To enable IDPs to move from dependency on emergency humanitarian assistance to resettlement and self-sufficiency and for the AACP to meet its 'transitional development' objectives, this operational plan will continue to identify and secure agricultural land, provide beneficiaries with seeds and tools, distribute basic houseware and shelter material, provide food rations for limited periods, and restore basic health and education infrastructure. To date under the AACP, a combination of well selected interventions has facilitated the process of transitioning IDPs/War Affected persons from emergency situations to resettlement and food security. SC/US-Angola is requesting from FFP/BHR/USAID Emergency Division in FY 98 a total of 3,760 metric tons commodities -- 3,090 MTs maize, 430 MTs Beans, 240 MTs Vegetable Oil -- towards meeting program goals as set forth in its operational plan. The FY98 Emergency Program ITSH requirements for managing and distributing the 3,760 metric tons of requested FY98 Title II commodities is estimated at \$1,649,674.

Mozambique

While SC-Mozambique had some prior experience with food aid for emergency relief, the current DAP (FY97-FY01) represents a shift in focus to food aid as a development resource. Under the current 5 year program, emphasis is being placed on the repair and maintenance of farm-to-market roads, the production of both subsistence and cash crops, and the management of natural resources, especially soil conservation. This project will be implemented by SC in the Nacala-a-Velha and Memba districts of Nampula Province. As

a result of the project's activities, 8,000 families (approximately 56,000 people) in the target area will significantly improve their access to food and thereby their food consumption by the year 2001

The strategy of the program is to increase household food security by implementing a two-pronged program of infrastructure development and agricultural development and natural resource management. Using cash for work, some 300 kilometers of farm-to-market roads will be repaired and maintained. The project will also provide technical and material assistance for training over 2,100 farmers in improving their cultivation of crops such as cashews, groundnuts, cassava, maize, beans, and vegetables. A variety of improved farming technologies including high-yielding disease-resistant varieties, intercropping, and on-farm storage will be introduced. The 5 year program is budgeted at \$7,214,049.

Ethiopia

The current food security program in Ethiopia (FY1998-2002) aims to make a sustainable improvement in the availability of, access to, and utilization of food for approximately 17,500 pastoral households in Liben District, Borana Zone, Oromia Region, and 7,500 pastoral households in Filtu District, Liben Zone, and Somali Zone. The project integrates Title II resources and food security activities with Child Survival (CS-13) programming and demonstrates appreciable and measurable impact on food security through improvements in child health and nutrition. Ethiopia remains food insecure and many segments of the population have chronic food shortages. Strategic Objectives are

- improve household health and nutrition
- increase household income and livestock related food production
- strengthen community and institutional capabilities for emergency response and sustainable development

Program interventions center around improving food availability and access through improved livestock management aimed at increased dairy products for consumption and sale. Improved utilization is being addressed through the health portion of the DAP in conjunction with the CS-13 program. SC is addressing availability and access within the pastoral economy through three components of livestock management: water, rangeland management, and animal disease control. Utilization activities include maternal-child health and nutritional education. This component also includes an expanded program of immunization, training, and family planning activities.

Nicaragua

SC continues its innovative supplemental feeding program of corn-soy blend that is integrally linked with its child survival program. The Child Survival Project reaches approximately 40,000 at-risk mothers under five years of age in 148 communities in the Departments of Leon and Chinandega. The project has as its goal to reduce the mortality and morbidity of pregnant and lactating women and children under five years by

strengthening the capacity of health workers and community members to identify mothers and children at-risk and deliver services to them through a comprehensive package of maternal and child health interventions, including immunizations, oral dehydration therapy (ORT), breastfeeding, maternal-child health, and reproductive education. Dry rations to qualified participants are provided with two objectives in mind: a) to improve the nutritional status of pregnant and lactating women and malnourished children between the ages of 6-36 months, and b) to increase the numbers and frequency of women participating in Mother-to-Mother meetings.

The annual estimated tonnage averages 1000 MT and annual project value totals \$726,365. Originally, the feeding program formed part of an innovative operations research (OR) designed to measure the additional nutritional and health impact of food aid beyond child survival projects. The original operations research has been modified due to difficulties of implementation under changing field conditions. SC, however, retains its commitment to measure impact and consequently continues its detailed growth monitoring. The transformation of the OR is permitting SC to revise its criteria for participation to be more inclusive and also involve potential food for work activities on water and sanitation projects. This should increase the project's measurable impact, as well as increase the volume of food into the area.

Guatemala

Save the Children Federation-US (SC-US) and its sister organization, Alianza para el Desarrollo Juvenil Comunitario (ADEJUC or Alianza), have designed a five-year project aimed at mobilizing community participation to ensure sustainable food security in 130 communities in the Department of El Quiché, hard hit by the war and relatively neglected by aid agencies. A total of \$2,326,589 dollar resources is required for development activities and \$11,751,855 for food aid for maternal-child health, food-for-work and monetization-supported activities. Food aid is requested due to chronic and acute food deficits and the decayed state of the production system. The potential threat of El Niño to Guatemala supports food assistance.

The goal of the project is to enhance the food security of the 6,200 participant households through a combination of community-managed activities--technical assistance in agriculture, health education and services, economic opportunities and credit programs, infrastructure and environmental rehabilitation, and direct food aid--to effect a net increase in total household food consumption. The Strategic Objectives of the project are:

- increase food availability by improving agricultural systems
- improve biological utilization of food by improving health systems
- increase food access by increasing economic opportunities
- protect livelihood security by rehabilitation of infrastructure/environment

Each objective has specific activities. These are improve agricultural systems by introducing sustainable farming practices, diversifying farming systems, and improving

post-harvest management and marketing, improve health systems by improving access to health services, improve caretaker practice, and improve diet and nutrition, increase economic opportunities for income generation by increasing access to credit and savings, and, improve habitat security by improving household and community infrastructure, repairing damaged environments, and improving access. Women and children of chronically food insecure households are primary beneficiaries. Pre-test/post-test methodology of baseline and final surveys will be utilized to measure outcome, and a mid-term evaluation will be used to check progress along with tested field-monitoring systems.

Save the Children Federation-US began work in Guatemala in 1976 in disaster. Alianza was founded in 1983 and has been active in multi-sectoral development in the Peace Zone throughout the years of violence. Obtaining Cooperating Sponsor status with USAID-Guatemala for the Alianza is an expected outcome of the project. SC-US/Alianza experience in food aid recommends an integrated approach that of community participation and capacity building that empowers women and that targets children.

The DAP for Guatemala was submitted for review by FFP-Washington on January 7, 1998.

Bolivia

SC is currently developing a concept paper for the use of Title II resources, both monetized and direct food aid, for Bolivia. SC's current portfolio centers around sustainable educational activities. Linking education with food security is being explored as a possible SC programming response for Title II resources in Bolivia. A fully developed DAP is expected for submission within the current ISG funding.

Rwanda

SC recently submitted a proposal, developed by the Regional Food Security Advisor, to be the lead agency for collaborative monetization of Title II commodities in Rwanda.

6.4 ONGOING SUPPORT & IMPROVED PROGRAM MANAGEMENT

The ISG has provided a number of backstopping and technical support functions to SC field offices during the life of the grant. Three categories will be discussed: conferences and training workshops, field visits including DAP reconnaissance travel and write-ups, and manuals and policy paper development. A less specific "Other Support" will also be addressed.

Conferences and Training Workshops

DHR staff and consultants have conducted a number of workshops over the life of the project. In fact, it appears that training and workshops is one area that suffered the least

disruption throughout the ISG. Notwithstanding, it is an area where more can be done using more cost effective methods.

Significant Conference and Training events were as follows:

5/94 Angola Program Conceptualization workshop
2/95 Angola Commodity Management Workshop
2/95 Ethiopia Commodity Management Workshop
9/95 Sudan Commodity Management Workshop
6/96 Johannesburg Food Security Workshop
8/96 Ethiopia Food Use in the Horn of Africa Forum
11/96 Nicaragua Food Security Workshop
2/97 Angola Rapid Rural Appraisal Workshop
5/97 Dominican Republic Food Security Workshop
11/97 Cyprus Monitoring and Evaluation workshop

Document review indicates that one key workshop was planned and not carried out, a Johannesburg replica that was scheduled for Mid-East staff in FY97.

It should also be noted that the ET captures a certain haphazard character to the planning and carrying out of these workshops. There does not appear to have been much of a coherent training strategy, or long-term or strategic plan on how to accomplish ISG goals through such training events. The evaluation team surmises, for instance, that the (only) slowly growing interest of Asia and Middle East Field Offices to Title II programming is a direct consequence of the fact that that area Field Offices were never exposed to a Johannesburg-type workshop.

In addition, given how thinly stretched the DHR team is, a more coherent training strategy would be a way to get more people up and running with food security concepts quickly.

Given SC's programmatic strength in training in other departments, the absence of such a strategic plan is all the more notable and is a clear area where coordination and better integration could be taking place.

Field Visits and DAP Proposal Preparation

The Quarterly reports document a great deal of DHR staff travel, and the line item for this activity is substantial. The ET judges this is a good use of staff time, as well as an appropriate use of funds. The truth of the matter is that Title II programming is a complex subject and DHR staff are SC's experts in this area. Thus, heavy travel of the two Deputy Directors to conduct food audits, to help identify qualified customs agents and port facilities, to oversee program distribution systems, etc. is an appropriate use of personnel.

As above, the ET offers an opinion that much of this travel may have been to put out fires, rather than planned from a strategic perspective. If the ET's recommendation is accepted that one of the principle outputs of any future ISG will be a quantum jump in SC's food portfolio (see Recommendations), it is likely that non-strategic use of staff time will no longer be possible. Indeed, it appears that one of the improvement areas of current grant implementation is to diffuse the expertise of the Deputy Directors and the two Food Security Technical Advisors to other field staff so that the DHR, and indeed SC's institutional growth, will not be dependent on the continued good health of only a few people.

Regarding DAP proposal writing, DHR staff have remained very busy throughout the life of the ISG. This subject need not be dealt with in depth as it has been discussed elsewhere. Probes and/or full-scale proposal write-ups were conducted in Mozambique, Angola, Ethiopia, Nicaragua, Guatemala, Haiti, Burkina Faso, Rwanda, and Ivory Coast.

The quality of DAP proposal has steadily improved as a result of growing exposure of DHR staff to increasingly rigorous BHR/FFP review criteria and high quality technical staff which have come on as a result of the ISG. Informal comments from AID staff dramatically reflect this. One AID staff commented that the quality of the first Mozambique proposal was "abysmal" while the Nicaragua DAP went through approximately six major re-writes (!) before it was approved. Another AID staff commented that the recent Guatemala DAP has received very high, early reviews. As both AID interviewees suggested that BHR/FFP's ability to provide technical support in the project write-up/approval process will become even more limited than it has till now, DHR's (and SC's) continued growth in professionalism and in quality DAP proposal plans will become more important than ever in a subsequent ISG.

Manual and Policy Paper Development

After a slow start, DHR staff have begun to publish a number of manuals and policy papers on the use of food aid. While manuals and policy documents are time consuming to produce and seem of little immediate utility, the evaluation team's field visit confirmed how important such documents are to the Field Offices' learning curve. Nicaragua field staff had been struggling with the programmatic issues of "food dependency" for over two years, without the guidance of an organizational policy statement on the issue. Project staff had to learn-as-they-went the intricacies of port operations in the absence of a commodity management manual. It is important that DHR staff continue to publish these documents in a timely fashion, as the institutional memory of SC is still rather superficial regarding food programming.

A brief description of these documents follows

Food Security Policy Paper (7/96)

This document defined a conceptual strategy for SC to address food insecurity. Its purpose was to work toward some consensus within SC on the importance of food security as a conceptual and programmatic focus.

Commodity Tracking System Manual (10/97)

Hands-on manual on the Beta version of the computerized commodity tracking system being experimented with in Nicaragua.

Food Security Strategy Paper (11/97)

Further clarification of the concepts of Food Security, types of food insecurity, constraints to food security, and food programming.

Commodity Management Manual (12/97)

Full description of all administrative and managerial steps needed to run a food program. Computerized Tracking System Manual.

Monitoring and Evaluation of Food Security Programs Paper (Draft 1/98)

Discussion of the difference between goals, problem statements, objectives, strategies, planning, monitoring and evaluating impact, discussion of indicators and selecting indicators, discussion of farming systems' intermediate indicators.

It must be noted that some of these documents have not yet been received by the Field Offices. For instance, the ET handed over its copy of the Food Monetization Manual to the Nicaragua staff who had never seen it. This indicates that the need to systematize and track the release of these papers. It also suggests an area for more training workshops, perhaps at the regional level.

Other Support

Over the life of the ISG, DHR has provided other services to the Field Offices. Perhaps the most staff intensive efforts have been those related to crisis management. One of the Deputy Directors was sent on an emergency basis to conduct a food audit in Angola, and then was assigned there as Acting Director for three months until a replacement could be found. Earlier in the grant, a Deputy had to be sent to Lebanon to help in the close-out of that large program.

Non-crisis support includes technical backstopping on the quality of Annual Estimates of Requirements (AERs), Call Forwards, proposal reviews, etc. An interesting comment was made by an AID staff member in Nicaragua, in this regard. It should be recalled that USAID/Nicaragua is as new to Title II programming as is SC/N. The AID staff indicated that the quality of the SC/N documentation, paper flow and knowledge of Title II procedures was the best of the four cooperating sponsors in that country. It is doubtful SC/N would have judged themselves in that light, so unfamiliar as they were with Title II mechanics. It is clear, then, that ISG/ DHR support to field operations is having a beneficial effect that is clearly observable to outsiders. SC BHR/FFP staff are less enthusiastic when comparing SC to other more experienced cooperating sponsors, indicating that there is still room for improvement in the paperflow.

Finally, DHR is in the midst of updating an Emergency Personnel Roster, to be better able to respond quickly to emerging crises. This is an important initiative which must continue if SC is to position itself to move more aggressively into such situations.

Conclusion

DHR has been reasonably successful in carrying out a number of workshops and training events throughout the ISG, however it does not appear that there was as much strategic planning and forward thinking to these events as there might have been. A similar comment was offered regarding field staff travel. Perforce, some DHR travel has been in aid of crisis management when there was simply no one else to put out the fire.

The quality of the DAP submissions has grown significantly during the ISG and the evaluation team guesses that it will continue to grow in the future, making BHR/FFP's approval process more rapid and more satisfying to both parties.

Manuals and policy paper development have been an area requiring more attention for several years. A stream of recent documents, some of them not yet distributed, seems to indicate that the Field Offices will be better served in this area than they have been in the past.

7.0 OTHER FINDINGS

In addition to the four major objectives identified in previous sections, the ET has also identified several other findings that are related to the ISG. Several of these topics were presented previously as part of the institutional growth, but are highlighted in this section to illustrate their importance to the ISG. The presentation of these findings are classified for the benefit of presentation as (1) accomplishments since the mid-term review and (2) office matters in regards to planning and daily operations.

7.1 Progress Since Mid-Term Evaluation (July 1996)

The following goals and objectives were planned to be accomplished during the mid-term evaluation. Furthermore, USAID proposed that SC should develop quantitative targets regarding several programmatic issues which have also been incorporated in the table.

Table 3. Progress toward objectives identified during the mid-term evaluation

Planned Activities / Outcomes	Progress to Date
1 Hire two additional staff to help achieve food security objectives	Ron Shaw hired and placed in South Africa Thorin Cederstrom hired and placed in Washington
2 Build institutional capacity for <ul style="list-style-type: none">• food security assessment• program design skills• standardized commodity management software	This has been done by having staff policy statements, conducting some regional workshops, and starting up new projects which has built local staff capacity Software is present
Develop food aid program training manual and manual on how to prepare DAPs	Not done to date, except for food management program and software
Develop guidance on program budgeting and funding opportunities	This has started and is part of SC's Field Manual
Develop Rapid Response teams	Under way
Hold Food Security Workshop for Latin America	Conducted in Dominican Republic and the Regional Director for Latin America has extensive food aid experience
Provide higher pay rating for offices with commodity programs	This has not been done and may not have been a viable recommendation
Have programs in new countries	Mozambique, Ethiopia, and Guatemala DAP
Increase tonnage	Doubled amount in FY97 compared with FY96, FY98 remained greater than FY96 and 3X greater than FY94
Include food security concerns in SC planning and budgeting	Food security now has a prominent role in SC planning and budgeting

7.2 Office Matters

There are several findings in regards to DHR's planning processes and daily operations that need to be addressed. These issues provide the foundation of how short term and long term goals and objectives are to be met. These findings are summarized in the following statements:

- 1 As the food portfolio expands, DHR will need to study how to provide **additional technical assistance** more efficiently. This will mean having more people trained up who can provide technical expertise in a variety of DHR geographic and program areas. Such support could come from experienced in-country national staff or from headquarters. An increase in the expertise in existing areas is also needed such as program monitoring and evaluation. More sharing of experiences needs to take place between countries also. Site review teams could be formed with headquarters and in-country participation.
- 2 DHR needs to strengthen its ability to obtain quick access to funds, but the amount may be significant if large scale operations need to be undertaken with a short lead time. Since SC has traditionally focused on development, it is only recently starting to build a foundation for putting together emergency response teams.
- 3 A DHR resource **library** needs to be established. Currently, there is a lack of space for a centralized library to store past documents created by DHR. It is not easy to get copies of past reports on disk for quick access and review.
- 4 Not enough time is being given to prioritizing short term and long term goals strategically. For example, the ET did not hear of any plan or criteria how to target countries for future Title II expansion. SC needs to determine what will be the best portfolio that fits with its mission, values and capabilities. SC must also study how to incorporate geographical and political criteria in such choices.
5. **Training** needs to be improved to get more information out to regions to learn commodity management, and improve staff skills in monitoring and evaluation. Individual training sessions are being conducted, but group training will be needed as the SC portfolio expands.

8.0 BUDGET AND FINANCES

It is beyond the Scope of Work (and the expertise) of this ET to conduct a detailed review of the budget and finances of the ISG, and we do not propose to do so. However, some analysis can be provided of how closely budget and expenditures reflect the original grant and subsequent amendment. Also it may be useful to highlight by broad category how much money was expended in the various grant line items. Next, it may be useful to indicate how much expenditures are taking place in the four countries of Title II operations, Mozambique, Angola, Ethiopia and Nicaragua. Finally, this review may illustrate the importance that Title II has to SC to indicate how much of a contribution to SC's programming funds food programming has represented over the life of the ISG.

As complete financial information will not be available for months yet, these observations are of a general nature.

8.1 Original Grant Budget and Amendments/ Expenditures to 9/30/97

The original grant called for \$2.5 million of grant financing, as follows:

	Orig. ISG	Amendment	Expenditures to Sept. '97	% of Amend.
Personnel Costs	1,557,724	1,200,657	905,703	75%
Consultants	116,600	170,875	122,331	72%
Training	66,970	98,720	38,038	38%
Travel	206,000	277,775	244,376	88%
Other Direct	63,396	233,782	139,295	60%
Evaluation	55,000	30,000	0	
Indirect Costs	434,910	371,014	245,189	66%
Total	2,500,000	2,382,823	1,694,932	71%

The grant was amended during the ISG period. Adjustments to the line items are noted above. Since most of these items are recurring costs, a straight-line budget was originally proposed. However, because of difficulties of implementation described earlier, expenditures did not follow this pattern, since FY96, yearly budgets approved by BHR were based on draw-downs from the previous year. Data were provided by the DHR from SC's HQ AS-400 finance system and are approximate rather than final figures.

	FY94	FY95	FY96	FY97	FY98
\$\$ Budget	\$500K	\$500K	\$200K	\$491K	\$692K
\$\$ Spent	\$301K	\$389K	\$507K	\$496K	*

*On-going posting of FY98 expenditures to ledgers makes reporting any figure for FY98 unreliable.

It appears to the ET that there is approximately half-a-million dollars left in the grant for expenditures between now and the end of the grant in September, '98, it is questionable that this sum will be expended in full

8.2 Title II Country Expenditures

The table below does not represent expenditures of the ISG. Nevertheless in order to give an idea of the impact that the ISG has had on SC, it seems worthwhile to summarize the financial aspects of the four country operations that have grown out of the ISG. Data through '97 were provided by the SC Finance Department while '98 estimates were provided by DHR. From the chart below, it is clear that the \$2.5 million in ISG funds has resulted in more than \$30 million in Title II project funds.

	FY94	FY95	FY96	FY97	FY98 (Estimate)
Commodities					
Ethiopia	310,240	283,822	680,390		459,650
Angola	595,871	4,075,569	3,683,114	3,595,710	937,250
Mozambique				218,267	
Nicaragua				588,739	362,050
Ocean Freight					
Ethiopia	377,504	206,231	150,093	59,611	222,600
Angola		723,281		2,180,648	451,200
Mozambique				486,194	670,300
Nicaragua					124,600
Inland Freight					
Ethiopia	344,345	310,843	154,957	226,763	
Angola	31,146	64,388	1,263,066	2,562,796	
Mozambique				71,274	
Nicaragua			34,558	274,550	
Monetization					
Ethiopia	636,918	750,147	567,840	554,696	1,709,540
Angola				234,966	
Mozambique				414,265	1,206,540
Total	2,296,024	6,414,281	6,534,018	11,469,479	6,143,730
GRAND TOTAL					\$32,856,532

8.3 SC Total Program Funds

Finally, it seems useful to indicate what the impact of food and emergency programming has had on SC's bottom line. As above, these are not figures which would be reported in an ISG audit, but are meant to be indicative of the concept. Data were provided by SC's Finance Department.

	FY94	FY95	FY96	FY97
	(in Millions of U S Dollars)			
Emergency, Refugee & Civil Society Expenditures	\$41.56	\$46.02	\$47.83	\$52.56
Total SC Program Expenditures	\$81.13	\$88.48	\$94.39	\$102.3
Share of Emergency, et al Total Program	51.2%	52%	50.7%	51%

Save the Children has consistently spent half of its revenues on disaster, emergency and civil society programming over the last four years.

9.0 RECOMMENDATIONS

In response to the SOW and to provide AID and SC with an outsiders' views of where SC may want to direct future efforts in food aid, the ET is making recommendations it believes will strengthen future SC food programs

- 1 The team believes it is time for there to be a dramatic scale-up in the number of Title II projects in SC's portfolio. The ET believes that SC has the capability to manage a portfolio that includes at least 15 different Title II supported projects (11 additional projects) within the next 5 years
- 2 As such scaling up begins, DHR needs to increase its technical staff. This may need to be done slowly in order to match the number of technical staff with portfolio growth
 - There needs to be stronger monitoring and evaluation. Financing for such support needs to be analyzed. It could include a single funding source within SC headquarters, or co-funding between field sites and SC headquarters, it could be an individual based in the U.S. or closer to field operations, it could be a part time person, a series of consultants, or it could be some combination of all of the above. However, a plan should be implemented as soon as possible so expertise in monitoring and evaluation can be provided at the outset of concept papers that will develop into new DAPs
 - DHR needs to have a nutritionist on staff, either dedicated to Title II programs or shared with other units in SC such as Health. This person needs to have expertise in nutritional interventions, monitoring and evaluation and should have quantitative and computer skills. Decisions regarding placement and funding of a nutritionist are similar to issues described for expertise in monitoring and evaluation
 - An agriculturist in the field is also needed by SC since many of the development projects are likely to be based on rural development and farming systems. This person will need to work with a variety of farming and ecosystems. It would be preferred to have this person located in Africa to give more accessible on-the-ground support where the majority of projects will be developed
- 3 DHR needs to find ways to create more flexible funding which can be used to enter new geographical areas, set up needs assessments and/or create a minimal infrastructures to start new projects. The focus of such funding would be on areas that have great potential for a future crises or are at the start of a crisis situation
- 4 DHR needs to create and implement a training strategy to build human capital. Training needs to focus on issues associated with food security analysis for the field and home office staff. This should also be directed to national staff who can be called upon to provide regional support. Training should be provided to mid-level and senior-level staff within DHR in leadership and management to strengthen long term staff stability within SC

- 5 There needs to be more integration of programs Forming an active Food Security Working Group within SC could foster such integration Currently, multisectoral interventions are more parallel than integrated All the pieces are now together in a single place, but may need some slight adjustments
- 6 SC needs to address where future ISG support should be focused How much of the ISG support needs to be centrally located compared with having it located in the field? The Westport-vs-Washington issue must also be considered
- 7 DHR needs to develop systems and templates to be able to prepare DAPs more quickly

APPENDICES

- A Scope of Work for Evaluation Team
- B List of Documents Reviewed
- C List of Individuals Interviewed
- D Questionnaires to Field Office Directors
- E Team Activities and Major Findings from Nicaragua
- F ISG Logical Framework Matrix
- G DHR Program Initiatives Under the ISG

APPENDIX A:

Scope of Work for Evaluation Team

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APPENDIX A

Scope of Work for Evaluation Team Final Evaluation of the Food for Peace Institutional Support Grant

Background

The Institutional Support Grant program (ISG) supports the strengthening of Save the Children's institutional capacity to design and manage food assisted programs both for development and emergency relief. The grant funds the operation of Division for Humanitarian Response (DHR) in SC headquarters and helps meet support cost related to food assisted programming over the five year period which began in August 1993.

The final evaluation will look at SC's progress over the last four years to accomplish the objectives of the ISG program, as established in the grant document. The evaluation will document progress since the last enhancement grant, outline any shortfalls or weaknesses in implementation, and make recommendations for SC's future work. The evaluation will include a field visit to Nicaragua. Information on other field programs will be gathered through direct interviews with field staff and other reports and documentation.

Objectives of the Institutional Support Grant Program

- 1 Institutionalize and strengthen development and relief Title II food-assisted programming within Save the Children's field programs
- 2 Make innovative improvements in the design of Title II food-assisted programs
- 3 Initiate major new Title II food-assisted projects to Save the Children's portfolio
- 4 Continue to support on-going Title II programs and improve program management and delivery of Title II commodities

Team Objectives:

- Review grant documents, previous mid-term and final evaluations for the ISG and for Title II food programs
- In Westport, participate in interviews with key staff including management, operations, and sector staff. Review interviews from field staff. Meet with DHR staff and review documents, manuals, and computer systems developed in support of Title II programs
- For one week, travel to Nicaragua and make a review of how the Title II program there is supported by DHR. Visit field sites, interview staff, talk with donor agencies and other non-governmental organizations (NGOs), review reporting documents and systems
- Submit overall findings on the ISG, with the Nicaragua program as an example of institutional support to field offices, in the final report and review final report before submission on February 15

Areas of Inquiry

A. Focus Questions on ISG Support to Country Programs

- 1 How has the ISG contributed to the evolution different strategies adopted by Field Offices (FOs) for using PL-480 commodities? What elements of strategy do they share and how are they different?
- 2 What contribution did the ISG make towards improved FO management (e g budget, logistics, personnel, etc)?
- 3 How and in what areas have FO capabilities changed since 1992 as a result of DHR support?
- 4 What requests for assistance to DHR were made and how were they met?
- 5 How has the ISG helped in addressing the need of FOs to ascertain impact of Title II programs?
- 6 What were the anticipated and unanticipated benefits and obstacles to implementation of DHR recommendations?

B. Division of Humanitarian Response (DHR-Westport) Focus Questions

- 1 What are the principal achievements and shortfalls of DHR during the past five years? What factors influenced achievements or failures?
- 2 What were the different key events of ISG implementation and how do they reflect changes in the external and internal working environments?
- 3 Are the assumptions underlying the original purposes for the program still valid? What new assumptions or strategies are warranted?
- 4 What level of support or involvement was provided, according to DHR staff, from within SC and outside SC?
- 5 How well has the grant been managed and administered? How were grant funds spent?
- 6 How did the ISG influence/contribute to
 - SC's perception of its mission
 - SC's perception of its work
 - SC's internal policies and procedures
 - SC's implementation of other programs

- integration of food aid with other SC programs
- move to scale of operations
- overall SC budget
- the food aid community

7 What should be changed, done differently, or remain the same

- structure within SC/within DHR number of staff and expertise
- role and function of DHR within SC
- financial support
- program focus
- program level

C. Focus Questions about Save the Children as a Title II Cooperating Sponsor

- 1 Where does food aid and food security fit within SC's strategic plan? (perception of its mission? perception of its work? move to scale of operations?)
- 2 Has experience stimulated new thinking or approaches, both policy and managerial, to food aid and food security? (internal policies and procedures)
- 3 How have SC's food management capabilities changed during the period of the grant?
- 4 What level of support or involvement was provided to DHR from within SC? (implementation of other programs, integration of food aid with other SC programs)
- 5 What structures and processes are in place to support decision-making and implementation?
- 6 How are food aid programs, i.e. policies, purposes, priorities, risks and benefits, perceived by different departments?
- 7 How has the ISG affected SC's capacity in management, evaluation, program planning, and accounting systems?
- 8 How did the ISG influence DHR's contribution to SC's overall budget?

9 How do you see Save the Children as a player in the food aid community?

10 What are SC plans to sustain its food security program capability?

11 Have there been any negative consequences resulting from the ISG? (what?)

12 What could be done differently in a new ISG?

D. Recommendations for the Future

APPENDIX B:

List of Documents Reviewed

APPENDIX B: List of Documents Reviewed

Original ISGP Proposal - December 1992
Revised Proposal - April 1993
Revised Proposal - June 1993
Grant Agreement - September 14, 1993 (effective August 29, 1993)
Year One & Two Detailed Implementation Plan (DIP) - October 15, 1994
Year One Annual Report - October 15, 1994
Amendment request - October 15, 1994
Amendment request Capital Asset definition - June 1995
Year Three DIP - October 24, 1995
Year Two Annual Report, October 24, 1995
Mid Term Evaluation (substitute for Annual report year 3) - July 30, 1996
Year Four DIP - November 1, 1996
Amendment Request - February 1997
Year Five DIP - October 31, 1997

Save the Children Organizational Chart - July 1997
Save the Children Three year strategic Plan - 1997-1999
DHR Organizational Chart - January 1998
DHR Strategic Plan - August 1996
Enhancement Grant Mid Term Evaluation - October 1989
Enhancement Grant Final Evaluation - August 1992

SC Monetization Manual
SC Computerized Commodity Tracking Manual - FoodLog
SC Food Security Policy (1996 version)
SC Food Security Policy and Strategy (revised 1997)

Public Law 480
PL-480 Guidelines
DPP/DAP/TAP Guidelines and revisions
ITSH Guidelines
FFP Generic Indicators for Development Activities
Monetization Field Manual (Draft #7)

SC Ethiopia DAP
SC Mozambique DAP
SC Nicaragua DAP
SC Angola TAP
SC Guatemala DAP

ISG Funded Training Matrix
Horn of Africa Conference Proceedings
Johannesburg Conference Proceedings

APPENDIX B.
SAVE THE CHILDREN
ISGP SUMMARY
LOGICAL FRAMEWORK

Project Title & Number: ISGP proposal

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
PROGRAM GOAL: THE BROADER OBJECTIVE TO WHICH THIS PROJECT CONTRIBUTES:	MEASURES OF GOAL ACHIEVEMENT:		ASSUMPTIONS FOR ACHIEVING GOAL TARGETS:
To position SC to make the most efficient and effective use of available PL 480 resources in both relief and development settings, as a means to advance SC's international program mission.	1. Improved food security of the targeted population. 2. Expanded PL 480 Portfolio. 3. Established reputation, credibility & track record among donor, PVO community & host government. 4. Good complementarity, cooperation, & coordination with other PVOs, SC Alliance members and USAID	Analysis of specific problems addressed by the project. EOP evaluation including survey questionnaires to USAID, Government counterparts and PVO community. Number of new programs where SC's involvement by requested by other PVOs and donors	Projects clearly identify external threats to goal achievement.
PROJECT PURPOSE:	CONDITIONS THAT WILL INDICATE PURPOSE HAS BEEN ACHIEVED: END OF PROJECT STATUS		ASSUMPTIONS FOR ACHIEVING PURPOSE:
To strengthen SC's institutional capacity to design & improve the delivery of food-assisted programs in normal & emergency settings.	1. The institutionalization of development & relief efforts strengthened. 2. Emergency preparedness planning positively impacts on actual emergency response. 3. Systems in support of relief & development programs professionalized. 4. Development & relief program design improved & innovative. 5. Contractual obligations met. 6. Four new development program initiatives developed. 7. Continued support to ongoing programs provided and program management & delivery improved.	1. Shared program vision verified through evaluation. 2. SC experience base & working knowledge of food-assisted programming & operations expanded as verified thru mid-term & EOP evaluations. 3. Systems developed and used verified thru audits. 4. Improved program conceptualization, focus and design. Sound technical components, established measurable objectives as verified thru reporting and evaluation. 5. Minimum non-compliance issues verified thru audits and reviews 6. Four new development programs designed. 7. Improved program management & delivery verified thru reviews or assessments.	Active involvement of non-CADER staff due to heavy routine workload and priorities.

APPENDIX C:

List of Individuals Interviewed

APPENDIX C: List of Individuals Interviewed

SC Home Office Westport, CT

Charles McCormack, President
Gary Shaye, Vice President, International Programs
Mark Eddington, Director, Economic Opportunities
Rudy Von Bernuth, Associate Vice President, DHR
Christine Braun, Associate Vice President, Operations
Lauren Landis, Director, DHR
David Oot, Director, Health Unit
Caroline Loftus, Commodity Operations Specialist, DHR
Ahmed Munier, Deputy Director, DHR
Karen LeBan, Director, Africa and Latin America/Caribbean
Rick Trowbridge, Director, Financial Planning and Analysis
Carrie Auer, Education Specialist
Laura Herscovitch, Education Specialist
Helene Sullivan, Vice President, Finance
Michelle Martins, Human Resources
John Kazzi, Marketing
Liz Erickson, US Programs
Earl Moran, Sponsorship
Kim Wylie, Health Unit
Jean Confransco, Finance

Area Directors Telephone Interviews

Ron Shaw, Regional Food Security Technical Advisor, Johannesburg, South Africa
Rajan Gill, Middle East Area Director
Carolyn Rose Avila, Latin America/Caribbean Area Director
Hussein Halane, Horn of Africa Area Director

SC Field Office Nicaragua Interviews

Margarita Clark, Food Security Officer
Craig Loftin, Field Office Director
Aurora Velasco, Child Survival Program Director

SC-N Field Staff Accompanied

Marta Lorena
Nidra Darce
Imara Martinez
Alvaro Munguia
Ruth Damaris

Other Nicaragua Interviews

Lynn Vega, Title II Program Officer, USAID-N
Lee Rossner, Director, Project Management Unit (PMU)
Ivan Tercero, Director, Health Unit, PMU
Alberto Araica, MIS Specialist, PMU
Bernabes Valladares, Director, PAPAL

Washington, D C Interviews

Jeanne Markunas, Food for Peace, USAID
Janet Paz-Castillo, Guatemalan Desk Officer, USAID

APPENDIX D:
Questionnaires to Field Office Directors

APPENDIX D: Response Summary to Questionnaire

DHR Contribution to Save the Children Field Offices

The evaluation team sent out questionnaires (See following document) to a total of 12 field offices to gauge the level of support that they received from DHR for food security programming. These countries surveyed were Bolivia, El Salvador, Ethiopia, Malawi, Mali, Philippines, Mozambique, Rwanda, Sudan, Thailand, Vietnam, and Angola. Currently, DHR has Title II projects in three of these countries--Angola, Ethiopia, and Mozambique, and is anticipating projects in Bolivia, Malawi, and Rwanda. However, the Asian countries, Viet Nam, Philippines, and Thailand are conducting food security activities even though not funded through Title II. A total of ten (10) field offices responded: Bolivia, Ethiopia, Angola, Thailand, Philippines, Viet Nam, El Salvador, Mozambique, and Rwanda. Response rate was 83.3%. Email failure accounted for a lack of responses from Sudan and Malawi, the only two that did not respond in time. **It clear from the responses that field office interest in food security programming has greatly increased since the mid-term evaluation.**

Field Office Strategic Planning

Five of the field offices, Ethiopia, Angola, Mozambique, Rwanda, and Viet Nam, responded that DHR had contributed to their strategic planning. The strategies that received DHR support were emergency response (4), food management (3), project plans (3), project implementation (1), project evaluation (3), and monitoring (3).

Requests for Technical Assistance

Some field offices also requested and received specific technical assistance from DHR. Ethiopia received DHR support for the writing of various proposals from DHR HO and from the Regional Food Security Advisor. Angola conducted a rapid livelihood security assessment (RLSA) with technical assistance from DHR's food security policy advisor and benefited from the monetization expertise of the regional food security advisor. Mozambique responded that it had benefited from a monitoring and evaluation assessment from Thoric Cederstrom, the Food Security Policy Advisor (November 1997), and on-going assistance for the recent Bellmon study from the Regional Food Security Advisor, Ron Shaw. Rwanda acknowledged various DHR support: Ron Shaw to assist in the preparation of a Monetization Proposal for Title II resources (November-December 1997), Jennifer Dec provided technical support for the final evaluation of the Psycho-Social Assistance Program (PSA) funded by USAID, Joan Duncan assisted in developing the proposal for the continuation of the PSA Program, and Jennifer Dec wrote another proposal for the field office. Viet Nam requested technical consultation from Thoric Cederstrom for its current portfolio of food security programs including current program interventions and strategies, impact assessment, monitoring and evaluation, and alternative interventions for food-deficit minority populations. Bolivia, a recent SC player to food security, reported DHR support in discussions between the FO and USAID-

Bolivia regarding potential Title II activities by SC "DHR has been very helpful in framing the discussion and offering future support for the development and implementation of the project "

Field Office Capabilities

Five field offices responded positively that DHR support had changed their capabilities. Ethiopia reported that both their logistic capability to handle food had improved as well as their personnel development. The DHR Deputy Director visited the FP and provided support for the food management structure. The FO food security officer (FSO) attended a "Food Management and Monetization" training in Washington, D C. DHR also organized a "Food Security Conference" in Addis Ababa and was attended by all major NGOs. The FO FSO also attended the SC Food Security Workshop in Johannesburg. DHR also sent two senior staff to a USAID workshop on "PL480 & Environmental Compliance" in Tamale, Ghana. Angola recognized that their logistical capacity to track expenditures had improved at all levels of the program and that their staff was now able to plan the movement of food and non-food items in a coordinated way. From their experience in RLISA, the Angola FO felt that now they were able to design food security programs that reflect real community needs. Mozambique noted that DHR support had improved their food monetization skills and their ability to write Development Activity Proposals. Rwanda responded that DHR had assisted in the recruitment and training of personnel by providing suggestions on hiring guidelines for national staff. A second area of enhanced capability for Rwanda was in project design. DHR provided direct technical support for proposal writing. Viet Nam replied that DHR had assisted them in project design and implementation by reconceptualizing food security assessments and possible agricultural interventions.

Thinking about Food Aid

Six of the field offices responded that their thinking about food aid had changed since the beginning of the current ISG in 1992. Ethiopia responded that as a result of participation in several food security workshops they now believe that "Food should be treated as cash" and should be treated accordingly. Angola replied that as a result of the RLISA training, they understood food security better as an integral part of overall livelihood security. The Philippines reported a "better understanding of monetization". El Salvador expressed its appreciation of the new Save the Children Food Security Policy and Strategies Papers and the concepts of household livelihood security. Mozambique replied that "monetization (cash for work programs) in this area can help Africa evolve from an AID dependent area to a trade/growth area. Cash for work will also stimulate local markets for locally grown foods." Viet Nam responded that its knowledge about the possible range of food security activities and programs had increased. Bolivia reported that they are just beginning to analyze the potential benefits of food aid and are very encouraged and optimistic about working with food.

Field Office Interest in Food Programs

Seven field office reported on their interest in potential food programs. Ethiopia responded that they had interested in monetization, food for work, supplementary food, MCH, food for development, school feeding, and emergency food response. Angola reported its interest in monetization, food for work, and emergency food response. The Philippines expressed an interest in implementing a food program with a monetization component and emergency food distribution. El Salvador noted that it would be interested in projects that contained food for work, maternal-child health, and school feeding components. Mozambique was interested in cash for work and monetization. Thailand was interested in school feeding programs. Rwanda responded that it was interested in programs with the following components: monetization, food for work, food for development, and emergency distributions. Viet Nam reported strong interest in a food program that would include maternal-child health, school feeding, and supplementary food. Bolivia reported that they would be interested mainly in monetization, food for work, MCH, food for development, and school feeding. Only Mali expressed no interest in a food program at this time.

Obstacles to DHR Recommendations

Mozambique, Viet Nam, and Rwanda reported obstacles to implementing DHR recommendations of technical assistance. In Mozambique, because of other Title I and Title II programs and the limited numbers of buyers in country, in order to implement DHR recommendations for monetization, Save the Children-Mozambique noted that they must be allowed to monetize regionally. Rwanda noted that the lack of national staff with necessary skills impeded the implementation of suggestions by the Regional Food Security Advisor to move to a food security focused program. Viet Nam responded that a direct site visit by the Food Security Policy Advisor to interact with program staff would be ideal.

Benefits from DHR Support

Ethiopia noted three benefits of DHR support. FO is definitely food-oriented and food security comprises the lion's share of activities. DHR technical and material assistance has been critical to staff development and performance, and there exists an open door of communication between the FO and HO which has generated a strong sense of confidence in the FO. Angola reported that a principal benefit of DHR support was the monetization grant that it received to support resettlement activities. Rwanda noted important benefits of DHR support. Jennifer Dec's support in proposal writing for the Psycho-Social Assistance Program has ensured the continued presence of Save the Children in Rwanda, and Ron Shaw's role in the Monetization Proposal will permit change in focus for the field office.

Assessment of DHR Support

Five of the field office respondents ranked the quality of DHR support. On a ten point scale, the average score was 9.

APPENDIX D: Questionnaire to Field Office Directors

The following questions are part of an evaluation of DHRs Institutional Support Grant from USAID. Your responses will be grouped with other area directors/field office directors. The report will not identify individual responses to specific offices. Responses will be grouped with other area directors/field office directors for the evaluation by summarizing responses.

In past reports to USAID, SAVE has been criticized for poor response rates to inquiries from field offices regarding its performance. Therefore, please **return your response by February 8, 1998**. This questionnaire should not take more than 30 minutes to complete.

Your completion of this questionnaire is very much appreciated. The evaluation team thanks you for taking time to respond to these questions.

AD Questions/FO Questions

Name of Position _____

How long have you held this position _____ Years

Name of Field Office _____

1 Has DHR contributed to the development your strategic plans?

_____ yes _____ no

If yes, which of the following strategies were affected

	Yes	No
emergency response	_____	_____
food management	_____	_____
project plans	_____	_____
project implementation	_____	_____
project evaluation	_____	_____
monitoring	_____	_____
other _____	_____	_____

2 Have requests for technical assistance from DHR been made by your office?

_____ yes _____ no

If yes, what were the requests about and were they met?

a

b

c

3 Has DHR technical support changed the capabilities of your field office?

_____ yes _____ no

If yes, in which of the following areas

grant management _____ yes _____ no
How?

logistics _____ yes _____ no
How?

personnel (i e recruitment and training) _____ yes _____ no
How?

project design _____ yes _____ no
How?

implementation _____ yes _____ no
How?

Other areas (specify) _____
How?

4 Has your thinking about food aid changed since 1992?

_____ yes _____ no

If yes, How?

Are you interested in implementing a food program with the following components?

1 = no interest 2 = little interest 3 = neutral 4 = some interest 5=very interested

Monetization _____

Food for Work _____

Supplementary Food _____

M C H _____

Food for Development _____

School Feeding _____

Free Food Distribution
for Emergencies _____

5 Were there obstacles to implementing DHR recommendations?

_____ yes _____ no

If yes, what were they

a

b

c

6 Were there any anticipated and unanticipated benefits that did occur?

_____ yes

_____ no

If yes, what were they

a

b

c

7 How would you rate DHR's responses to your needs?

1 = terrible

10 = terrific

Score _____

APPENDIX E:

Team Activities & Major Findings from Nicaragua

APPENDIX E. MAJOR FINDINGS FROM NICARAGUA

The field trip to Nicaragua provided the ET an opportunity to determine how the ISG has supported a field program. It also provided the ability to determine how proposed activities in a DAP were being actually being implemented. The following list highlights these findings.

ISG/DHR Input

- 1 There was considerable support from the DHR/ISG in the development of the DAP
- 2 Munier from DHR provided considerable input on warehouse procedures needed for food management. Protocols and forms developed with DHR input are being used within the program. There was extensive input on the preparation of policy and procedure manuals and with training of staff by DHR.
- 3 DHR is providing input on how to adapt the current DAP to account for the elimination of the operation research portion of the program.
- 4 DHR has provided input on what indicators could and should be used as part of a monitoring and evaluation plan for the project.
- 5 DHR has not provided input data collection, data entry or data analysis for growth monitoring and overall program monitoring and evaluation.
- 6 DHR has been responsive to SC/N requests and has provided timely feedback for questions regarding annual and quarterly reports, AERs, call forwards, etc.
- 7 Several visits have been made by DHR/ISG staff to provide on the ground input to program.

Nicaragua Activities

- 1 There is strong collaboration between SC/N and MINSA. Coordination with other agencies seems to be less strong.
- 2 The growth monitoring is being conducted by MINSA and SC. There is little consistency between the two and there is no standardized quality assurance/quality control procedures in place to systematically check data measurement techniques, data recording, data entry and data cleaning in either institutions.
- 3 SC/N has begun to develop a sophisticated monitoring system. An EPI-INFO data entry program is written. Anthropometric measurements and other data have been entered into a computer file. However, there needs to be revisions made to the system. It currently has 15,000 records, but also has a back-log of about 3 months. The Leon office needs additional support and training on EPI-INFO and additional staff for data entry.
- 4 The current computer system will not have the capacity to continue the monitoring program. Hardware and software are limited. EPI-INFO will not be able to adequately handle all the records. A better software program is needed. SPSS is the package that will best meet SC/N needs since it is taught at the University and there are professionals with expertise on how to use the program in Nicaragua.
- 5 SC/N needs some technical support on how to maintain a longitudinal data base.
- 6 The SC/N staff is highly motivated in both Managua and Leon. The professional staff is educated and experienced.
- 7 Findings from the PMU indicate that SC/N has a strong record with following protocols. It has carefully followed entry and exit guidelines for families of children to use food.
- 8 The entry and exit criteria for families to participate in food program are overly restrictive. It is clear that some families are currently allowed to be on the program for only 6 months, but at the time a child graduates from the program, they cannot be on the program again, even if a 18 month old child has moderate or severe malnutrition.
- 9 The anthropometric criteria are satisfactory for children less than 3 years of age. However, additional measurable and justifiable criteria could also be used for children less than 3 years of age. These include health based criteria such as recent hospitalization and recurrent diarrhea. Special criteria should also be created for children who are 3 to 5 years of age who would also benefit from having food commodities given to their families.
- 10 The 36 month old age cut point for the program is unduly restrictive given the general level of poverty of project communities. Moreover, these criteria are causing community dissatisfaction with the program. This

cut point is inconsistent with other health programs in the region and traditional values of providing care to children less than 6 years of age

- 11 The mother-to-mother organizations appear to be strong They have provided for health education forums which are interactive and focus on child survival issues
- 12 There is a tendency for the presentation in the mother-to-mother sessions to be too directed However, this should be viewed as an early stage in the evolution of the program and more group input will be developed over time
- 13 Cooking demonstrations that use the Title II commodity are well developed Foods are being prepared by participants and various recipes are being accepted within the communities
- 14 The "Carnets" (food distribution cards) and growth monitoring cards were being kept by a brigadista (volunteer community health worker) in order to help keep them clean and in good shape This did not make it possible for mothers in the community to have the growth records on hand for review
- 15 Warehouses inventories were satisfactory, but cleanliness was marginal
- 16 Local warehouse food loss as satisfactory, but potential food losses could be quite high due to unsanitary conditions Local audits have had a history of inconsistency (acceptable to marginal audits)
- 17 SC/N needs to build its relationships with other NGOs who work in the target areas There are instances where promotores work for more than one NGO
- 18 The food interventions are connected to other child survival activities, but true integration is not occurring Many times women need to go to different locations on different days to obtain services, such as food distribution, growth monitoring, prenatal care and well baby clinics Many of the integration issues involve input from multiple agencies at the local level, such as MINSA
- 19 The job descriptions of the food monitors have undergone considerable expansion and now food monitors are also responsible for activities that have traditionally been given to community health workers This is an appropriate evolution of their job responsibilities
- 20 Mother-to-mother groups need to use more behavioral models of education Current focus is on knowledge and in some communities the next step has to be motivation and change
- 21 Lack of water is a major problem in some areas Sanitation and hygiene are powerful factors that will hinder measuring a positive outcome
- 22 The Nicaragua project is seriously under funded with virtually no money for staff training, warehouse fumigation and security, out of project reconnaissance visits and communication equipment Grant implementation is unduly circumscribed by this fact and the ET recommends that an amendment be made to the grant to add money in some of these line items
- 23 A feedback loop to the promotores, brigadistas and community participants can be incorporated into the monitoring and evaluation to great effectiveness



PROGRAMA
Visita de Evaluadores del Institutional Support Grant
31 de Enero al 7 de Febrero de 1998

SABADO 31

12 55 PM

Llegada a Aeropuerto Nacional "Agosto Cesar Sandino," Managua

Traslado al Hotel Mansion Teolinda

Descanso

DOMINGO 1

11 00 AM

Salida para La Meseta de los Pueblos (Opcional)

Almuerzo en La Joya del Barro

3 00 PM

Salida para Managua

4 00 PM

Regreso al Hotel

LUNES 2

8:00 a m

Traslado a Leon

10 00 a m

Presentación del Sistema Control y Manejo de Alimentos de Titulo II, Formularios Commodity Tracking System y Reconciliaciones Mensuales entre los despachos y distribuciones a beneficiarios

Lic Margarita Clark Oficial de Seguridad Alimentaria

12 00 PM

Almuerzo

2 00 p m

Visita a la Bodega Central de Save The Children Antigua Bodega Ferrocarril

4 00 p m

Reunión con personal de Seguridad Alimentaria (Opcional)

MARTES 3

8 00 a m

Salida para

10 15 AM

Visita a la comunidad de

*GMM

*Visita a casas de Beneficiarios de Titulo II

*Entrevistas con voluntarios de salud, antropometristas, responsables de distribucion, participantes de GMM, personal de Puesto de Salud

12 00 PM

Almuerzo

1 30 PM

Grupo Focal con Beneficiarios de Titulo II, en Carlos Fonseca Amador Chinandega

Visita a SILAIS- Chinandega

8 00 PM

Cena en la casa de Margarita

MIERCOLES 4

8 00 AM Salida para la comunidad de Las Marias

Encuentro con el Comité Pro Niñez

11 00 AM Salida para Managua

Almuerzo Nagarote

3:00 PM Entrevista con el Representante de Save the Children Nicaragua, el
Dr Craig Loftin, Oficinas Centrales Managua

JUEVES 5

9 00 AM Entrevista con USAID Food Office, Lynn Vega
Oficina AID, Managua

11 00 AM Entrevista con el Sr Bernabes Valladares, Director PAPAL
Oficina Managua

12 30 PM Almuerzo

2 00 PM Entrevista con el Sr Lee Rosner, Director Project Management Unit
Development Associates, Managua

Noche Salida a La Buena Nota

VIERNES 6

Libre para entrevistas particulares

SABADO 7

Regreso a los EEUU

APPENDIX F:
ISG Logical Framework Matrix

OUTPUTS:	MAGNITUDE OF OUTPUTS NECESSARY AND SUFFICIENT TO ACHIEVE PURPOSE:		ASSUMPTIONS FOR ACHIEVING OUTPUTS:
1. Agency-wide policy & operational strategy for emergency response & development uses of food aid implemented.	1. 75% acceptability of food assisted programming across the agency.	1. Mid-term and final evaluations.	CADER unit continues to be fully staffed. Needed support provided by other SC technical units.
2. Reporting system used by all FOs systems are used by all field offices.	2. 80% of field offices using Reporting system		
3. Standardized manual and computerized commodity tracking system are used by all field offices.	3. 80% of field offices using standardized commodity tracking system		
4. Four new programs are designed.	4. Four new programs delivered.		
	5. 45-60 days between early warning & intervention		
	6. Staffing for emergency programs completed within 30 days.		
INPUTS: (ACTIVITIES AND TYPES OF RESOURCES)	IMPLEMENTATION TARGET (TYPE & QUANTITY)		ASSUMPTIONS FOR PROVIDING INPUTS:
1. Disseminate agency-wide policy & operational strategies (# 1 above).	\$ 2.666 million over five years	Reports and evaluations.	All components of ISGP proposal approved and funds obligated in a timely fashion.
2. Develop materials.	-CADER support: \$ 2.111 million		
3. Assess, develop/enhance, test, install train in support systems:	-Training & TA: \$ 0.011 million		
human resource development, commodity tracking, monitoring and evaluation, emergency response protocol and information sharing system.	-Evaluation: \$ 0.080 million		
4. Identify training sites, trainees and arrange training.	-Indirect costs: \$ 0.464 million		
5. Identify and conduct management and operations reviews.			
6. Identify concepts for feasibility & undertake.			

APPENDIX G:
DHR Program Initiatives Under the ISG

APPENDIX G: Program Initiatives Under ISG 1993 - 1998.

Initiative	Objectives	Activities	Results/Dates
Lebanon Title II Program closed out 9/93 with resultant need for MYOP for FY94-96	Development of MYOP	Preparation of FY94-96 MYOP focusing on improved food security for vulnerable groups, negotiation with FFP and Asia/Near East Bureau	Not approved for FY94 However, CADER continued discussions with the Lebanon FO and revised submission for FY95 11/93
Sudan Title II Program for FY94 emergency needs	Establish relief distribution program	Preparation and review of proposals and negotiation with FFP Assessment completed in June	Sudan Title II emergency food distribution program ITSH grant (9,500 MT to 60,000 IDPs) was signed 12/93
Ethiopia Title II regular food program for FY94 needs	Improve food security through disaster early warning and preparedness	Negotiation of FY93-95 program	AID/FHA/FFP approved 1,620 MT of wheat & vegoil, 202(e) grant increased to incorporate hard currency admin & management costs for FY94 program 12/93
Sudan Commodity management	Meet commodity program management requirements	Call forwards made on time, appropriate shipping documents provided to freight forwarders, all shipping info provided to FO's, survey reports filed and claim forms agreed upon	Emergency/Rehabilitation proposal developed for FY" 95/96 Ongoing

Initiative	Objectives	Activities	Results/Dates
Haiti Investigation of programming opportunities for SC/Haiti	Conceptualization and design of emergency child feeding program for SC/Haiti	Met with other donors, mission, and other PVOs Assessment of capacity SC office Assessment of programming opportunities in Haiti Urban FFW program	Draft proposal for emergency child feeding program Program report
Burkina Faso Title II 100% monetization	Increase the food security in 50 villages of Seno and Bazega over 3 year period	Modified initial proposal, obtained Mission support	The proposal was not funded due to planning closing of USAID Mission and AID's "out is out" policy
Afghanistan Title II development needs Angola Emergency Food needs	Assess feasibility of food aid/security in the country	None Unable to visit due to security problems	No programming activities took place
Angola Emergency Food needs	Provide emergency relief food for 48,500 displace and war affected people, provision of seeds and tools to 8,663 families under a FFW project	Negotiated the proposed program with USAID/FFP During these FFP recommended that SC request needed commodities from WFP and essential support costs from OFDA Consultant developed an urban FFW project	Approval of 6,000 MT of relief food distribution, additional activities proposed not funded as donors did not consider these a priority 5/94

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Initiative	Objectives	Activities	Results/Dates
Middle East Regional Title II monetization program concept paper (discussed 9/93 - not allowed under legislation at that time)	Undertake feasibility study and market analysis of both monetization and commodity swaps for the West Bank and Israeli markets	Resubmission of an alternative Title II initiative for WB/Gaza	AID/FFP decided to keep the proposal on file pending reactivation should AID/FFP regional strategy change FFP advised that their Title II assessment mission indicated that employment income rather than food assistance was the critical need 12/93
Sudan and Ethiopia Program Review (11-12/93)	Review status of Title II program in both countries and assist in the transition from FFW to emergency programming	Thorough review of FO activities	Both programs evaluated and assistance for transition from regular FFW to emergency programming given 12/93
"Management by Objectives"	Review PVO Title II management procedures and how they can be improved	Director participated in Consultative Group meetings to discuss MBO issues and to help draft the MBO paper	Draft concept paper entitled "Management by Objectives" The paper was discussed with AID/FHA/FFP and subsequently submitted by CRS to Administrator Atwood 12/93
Technical Assistance (TA) for SC country programs	Provide commodity related TA to SC programs for relief or development activities whenever needed	Support provided by DHR staff to country programs for food security assessments, project conceptualization, proposal preparation and negotiation with donors, program reviews	Reliance on outside consultants for routine commodity-related TA is being reduced Ongoing

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Initiative	Objectives	Activities	Results/Dates
Strengthen linkages between DHR and other SC sectoral and regional offices	Greater cohesion and consistency in programming and inter-agency relations	Participation in the SC's internal annual Programming Planning and Budget (PPB) process which includes a review of all country programs--admin, financial, programming issues--leading to agency wide recommendations for new initiatives and refinement of current programs	Program Operations and Program Development Departments sensitized to the importance of food security issues Ongoing
Identification of external consultants with commodity programming and food security expertise	Meet special program requirements and supplement DHR staffing when needed	Developing a network of expert consultants known to DHR and familiar with SC program interests	Roster of available consultants Ongoing
Haiti Emergency needs	Assess feasibility of initiating Title II emergency program	Deputy Director traveled to Port au Prince together with SC's Vice President for Development to conduct feasibility study, develop project concept and make presentation to USAID mission	Mission unwilling to support additional commodity programming in Haiti by new players 10/94
Ethiopia Management review	Review FO commodity operations	Review of active proposals, review of monetization proceeds and report on status of monetization proceeds results to USAID mission	

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Initiative	Objectives	Activities	Results/Dates
Angola Food program review	Establishment of commodity management systems	Commodity management systems set up, staff trained in their use Urban FFW proposal developed to support urban sanitation/public health	Commodity management systems in place Overall program review report OFDA did not fund urban FFW project due to developmental aspects it could not fund 2/95
Rwanda Feasibility study for monetization	Determine whether a monetization program could be initiated in support of new SC country program	Market survey undertaken, discussions on collaboration for joint monetization with WFP and other PVOs pursued	Determination that existing market for commodities available under Title II monetization very limited On hold pending improved political and economic conditions 2/95
Ethiopia AFAR project revision	Establish commodity management system and revise AFAR proposal	Commodity management system put in place Field staff trained in its use	Commodity systems up and running Developed FY 96-98 DAP
Sudan Emergency/rehabilitation needs	Develop food security proposal	Developed emergency/rehabilitation program proposal focusing on health, water, sanitation, and food production to be jointly implemented with UNICEF and state authorities	Proposal submitted to OFDA for approval 9/94

Initiative	Objectives	Activities	Results/Dates
Southern Africa Food security	Assess food security needs in Malawi, Zimbabwe, and Mozambique	Assessment carried out by Deputy Director and AF/LAC desk officer	Training provided to FO staff and AF/LAC desk officer in food security assessment methodologies AF/LAC Region accepted need to place a food security advisor in southern Africa 5/95
Mozambique	Draft DAP	Develop Title II proposal for development assistance	Forwarded to USAID mission in Mozambique
Horn of Africa Food security workshop	Review food security issues in the Horn of Africa	International NGOs, donors, and international organizations brought together to review food security in the region, present lessons learned over the past decade and examine opportunities for future collaboration	A set of workshop proceedings were prepared and distributed 10/95
Liberia Program Assessment	Determine whether SC should establish a Title II relief program	CADER Deputy Director and SC field staff traveled to Ivory Coast & Liberia to review existing unmet commodity needs for refugees and displaced populations	Internal report prepared recommending establishment of emergency relief program immediately with WFP commodities to be followed by submission of Title II request for FY 97 Recommendations were taken under advisement by SC senior management due to volatility of Liberia situation 12/95

Initiative	Objectives	Activities	Results/Dates
Mozambique Project development	Develop Mozambique DAP	CADER Deputy Director worked collaboratively with SC/Mozambique field staff to develop commodity project concept	DAP prepared and submitted for review 1/96
Nicaragua Operations Research	Reach agreement with USAID and other PVOs on methodology for operations research	CADER Deputy Director attended USAID/PVO workshop in Managua (1/96) to discuss program objectives and research issues	DAP revised to incorporate results from Managua workshop and submitted to funding 5/96
Angola Audit Review	Assist Angola FO during audit review process	Deputy Director, DHR	Audit successfully completed 2/97
Ethiopia Project development	Develop Ethiopia DAP	Regional Food Security Advisor provided review of DAP	DAP finalized 5/97
Mozambique Program Support	Respond to FFP/USAID-M questions regarding DAP	HO staff responded to FFP-W concerns regarding DAP	Final version of DAP approved
Nicaragua Program support	Participate in operations research	Deputy Director traveled to Nicaragua to participate in discussions regarding SC-N's participation in initial baseline survey for the OR	SC portion of baseline survey completed 8/96
Rwanda Program Development	Develop a proposal for OFDA funding	Multi-disciplinary team examined food security needs in Rwanda	Proposal developed for OFDA funding

Initiative	Objectives	Activities	Results/Dates
Orientation Training	Orient new FO directors on DHR program activities and FS framework	DHR staff provide orientation on program activities and FS framework to new FO directors	Various orientations provided Ongoing
Commodity Tracking System	Development of a computerized food commodity tracking system	COS and consultant developed a computerized systems for field offices to facilitate the tracking of food commodities	CTS finalized 1/97
Handbook section on HAU Food Program			
FS Policy Paper--Draft	Develop policy paper that specifies SC approach to food security	AVP of DHR wrote draft version of SC food security policy	Policy draft circulated within HO and FO's
World Food Summit	Demonstrate SC's commitment to food security by active participation in World Food Summit	Charles McCormack, SC President, was on the official US Delegation	SC participated actively in various sessions at summit 11/96
Angola Rapid Livelihood Security Assessment	Determine further programming direction of FO in terms of food and livelihood security	FO, with external consultant, conducted assessment of livelihood security needs in program areas for development of new activities	RLSA report finalized and new programming proposal process initiated 2-4/97
Ethiopia Program support	Support FO in development of PAA	Assisted FO to prepare PAA for the phase out of AFAR monetization	PAA submitted 4/97

Initiative	Objectives	Activities	Results/Dates
Mozambique Program Support	Strengthen FO's capability in commodity management	DHR staff provided Commodity Management Training	Mozambique FO commodity management operational
Sierra Leone	Determine feasibility of SC FS program under current political conditions	DHR staff conducted a food security needs assessment	
SC Strategic Planning Meeting of Area Directors	Promote FS and emergency response within SC	Present FS conceptual framework and SC FS policy draft	FS, along with Women-Child Impact, are accepted as strategic SC concerns 2/97
LAC Country Directors Meeting	Promote FS issues with LAC region for program development	DHR staff presented strategic outline for emergency response policy	FS received serious attention and generated intense discussions 5/97
Mellon Proposal	Increase SC's capacity to rapidly respond to emergency conditions with private funds	DHR staff developed proposal to the Mellon Foundation for special SC fund to respond to emergencies	Revolving fund of \$500,000 for emergency response was established 2/97

Initiative	Objectives	Activities	Results/Dates
Guatemala Food security assessment	Develop a concept paper for possible DAP in El Quiche, Guatemala	Deputy Director and two DHR consultants traveled to Guatemala to work with SC national counterpart, Alianza para el Desarrollo Juvenil Comunitario SC President, Charles McCormack made an earlier trip to meet with USAID-G officials about SC renewed presence in Guatemala	Concept paper written and circulated within SC and USAID-G. 5/97
Working Groups	Create working groups within SC and outside to promote FS concepts and programming	DHR staff participate regularly in groups within SC that focus on maternal-child health and child survival DHR also participates in FAM M&E and monetization groups, and WG on environmental issues of Title II and FFP's SO 1	Improved communication within SC and with other food security PVOs and donors. Ongoing
Angola Management Change	Support change in FO personnel	DHR staff interviewed candidates and participated in the selection of new FOD and program manager	Individuals selected for Angola FO have strong FS and food aid backgrounds 9/97
Ethiopia	Assist FO during DAP review process	DHR staff responded to questions from FFP regarding DAP	Final DAP submitted to FFP 5/97

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Initiative	Objectives	Activities	Results/Dates
Nicaragua Program support	Assist FO during the PMU assessment of first commodity shipment	Deputy Director traveled to Nicaragua to assist in PMU assessment of SC's management of TII commodities	SC-N received high grades for management procedures 5/97
Transitions Workshop	Participate with Food Aid Community in planning workshop	SC's AVP and Deputy Director attend Transitions Workshop organized by FFP in West Virginia	Development of strategies of how Title II relief can facilitate the transition process to development
WASA/Horn of Africa Program support			
OFDA Complex Emergencies Indicator Workshops	Participate with Food Aid Community in identifying appropriate indicators for emergency response	DHR HO staff and Angola FO staff participated in Washington, D C workshops and field testing of indicators in Angola	Identification of core indicators for emergency response Ongoing
Food Security Advisor Recruitment	Increase DHR's technical capability to do FS programming	Extensive recruitment process to locate appropriate individual to serve as food security policy advisor	Thoric Cederstrom hired 7/97
Commodity Tracking System Field testing	Field test the new CTS in FO's that have Title II projects	COS sent out versions of CTS to Mozambique, Ethiopia, Angola, and Nicaragua for testing	CTS is currently being field evaluated Initial results are positive Ongoing

Initiative	Objectives	Activities	Results/Dates
Guatemala Program development	Develop a DAP for the Peace Zone to transition from conflict to peaceful development	Food Security Advisor and two consultants went to Guatemala to work with SC national organization to develop proposal	Proposal submitted to USAID-Guatemala and FFP-Washington 1/98
SC Food Security Policy Revised	Revise SC Food Security Policy to bring into line with overall SC programming principles	Food Security Advisor rewrote SC FS policy after extensive feedback from DHR staff and SC sectors	New Food Security Policy circulated for comments to field offices 11/97
Rwanda Project Development	Respond to USAID mission RFA for monetization	Regional Food Security Advisor traveled to Rwanda to develop proposal for monetization with SC field staff	Proposal submitted to USAID-Rwanda 1/98
Food Security Community	Increase SC profile in terms of commitment to food security	Charles McCormack, SC President, nominated to USAID Food Security Advisory Committee	Charles McCormack, SC President, named to USAID Food Security Advisory Committee 1/98

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